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PUBLIC HOUSING NEEDS AND CONDITIONS IN HOUSTON

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
HOUSING AND COMMUNITY DEVELOPMENT

OF THE

COMMITTEE ON
BANKING, FINANCE AND URBAN AFFAIRS
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

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PUBLIC HOUSING NEEDS AND CONDITIONS IN HOUSTON

MONDAY, OCTOBER 14, 1985

House of Representatives,
Subcommittee on Housing and Community Development,
Committee on Banking, Finance and Urban Affairs,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 a.m., at West End Multi-Service Center, 170 Heights Boulevard, Building 3, Auditorium, Houston, TX, Hon. Henry B. Gonzalez (chairman of the subcommittee) presiding.

Chairman Gonzalez. The Subcommittee on Housing and Community Development has jurisdiction over all the Nation's assisted housing programs, community development block grants, urban development action grants, and a variety of other urban and rural programs. Some of these programs have been in place for over 40 years. Our primary concern is to understand what the housing and community development needs of this Nation are, and to determine how best to meet those needs. Our purpose in Houston is to look at some of the community's housing needs and how Federal housing programs are being administered here.

It is our intention that this be the initial or the first visit to Houston, certainly not the last. We will attempt to return to Houston in the future.

As of the 1980 census, Harris County had a population of 2.4 million people. At that time, which was a great time in Houston's economy, no less than 8 percent of the population were classified as being poor. The poor in Houston represent a sizable city in themselves, a population of about 200,000.

According to the best information available to the subcommittee, there are at least 120,000 households in Houston that are inadequately housed and would qualify for one form or another of Federal housing assistance. This means that about one-fifth of the population here is inadequately housed and does not have the resources to secure adequate housing.

But here, as in virtually every other city and town in America, not much help is available to the poor. For example, less than half of the Harris County population who are living in poverty receive any form of public assistance. There is less than 1 assisted housing unit available for every 10 people in Houston who would benefit from public housing or some other type of subsidized housing. The waiting list in Houston for conventional public housing is greater than the city's total supply of public housing apartments. On the average, the waiting list here is more than 5,000. Let me point out that in San Antonio, it is more than 10,000. But there are only about 4,000 public housing units available.

In the face of this need, the housing authority of the city of Houston has pending at the Department of Housing and Urban Development an application to demolish 1,000 units of housing at Allen Parkway Village. That would remove 1,000 units from this sum. In fact, that project is already half vacant and boarded up. It greatly concerns me that this planned demolition will displace the people who live there, people who have no real alternatives for decent, safe, and affordable housing. It distresses me that it is unlikely that these units will ever be replaced or that a workable relocation program has been developed for those who have been displaced. We are talking about the really very poor.

Even if all the Houston public housing units were kept available, the whole Federal production of conventional public housing units in the Nation this year will only be 5,000 units. And we are fighting for our lives to keep those 5,000 units alive in this budget. The President has asked for the elimination of all the assisted housing programs, including FHA insured mortgages this year.

We could in fact use the total Federal public housing authorization for 1985 right here in Houston alone, and still have a waiting list of people who desperately need housing. It is in light of the tremendous setbacks in new assisted housing units that demolition of existing units needs to be carefully examined, because the units that we lose today might not be replaced tomorrow, next year, or ever.

The subcommittee is concerned with every aspect of housing needs. Today we will receive information on the needs here, on the condition of assisted housing units that do exist, and on the plight of people who are absolutely without housing; that is, the homeless. If this city is like most others, the number of homeless people is far greater than the number of available emergency shelters. And if the homeless here are like they are elsewhere, they are not only the lost and the disoriented; they are all too often families, solid people who have had a run of bad luck, people who have just run out of any options.

Let me hasten to say that I am not here because Houston is a bad town. I am here because I want to see for myself the human reality behind the statistics that Washington is nourished by. I am interested in human beings, not just numbers and data. Houston is like every other city. It faces immense problems with limited resources. Here, as in every other city, people work hard and struggle to do the best that can be done. Here, as in every other city, there are successes to be proud of. I am glad to be here, and I am proud that Mayor Whitmire and so many other distinguished people have come to provide information on housing needs in this great city.

And without any further ado, I wish to recognize the mayor because I know that her time is precious and limited, too. And let me say that, as a neighbor in San Antonio, thank you very much for being with us. Without further ado, Mayor, we recognize you. Please proceed as you see best.

STATEMENT OF HON. KATHRYN J. WHITMIRE, MAYOR, CITY OF HOUSTON, TX

Ms. Whitmire. Thank you very much, Congressman, we appreciate your interest in our city and its housing needs. And I think that you will find today, in listening to the testimony, that Houston is very much in need of continuing the partnership which has existed between our local government and the Federal Government in addressing the housing needs of this community.

What we want to do today is talk to you about some of the things that we have undertaken in the last few years to try to better address the housing needs in that partnership, and perhaps to expand that partnership to include also the private sector organizations and religious organizations who have expressed their desire to work with us in improving housing conditions in our city.

I want to make just a couple of brief remarks about some of the things that we have undertaken in this community, and then we have several very distinguished leaders in the housing field who will elaborate on those issues.

First of all, when I came into office some 3½ years ago—in fact, it was a few weeks before I even took office—I was contacted by the officials of the Department of Housing and Urban Development. And they said, "We've got to meet with you right away to talk about the housing authority." And they did. They were here in Houston, and they pointed out to me that our housing authority was not considered one of the best in the Nation. In fact, it was on what they called their troubled authority list, and that the housing stock of our public housing authority was badly in need of repair and that 60 percent of that public housing stock was over 40 years old, and that there was a clear need for upgrading the facilities available through the Houston Housing Authority; improving its financial management, improving its employee morale, improving its operating procedures, and improving the involvement of the residents of the housing authority and the commitment to upgrade public housing.

Well, we began to evaluate all those issues, and we took some rather strong steps early on in 1982. We replaced all of the membership of the board of commissioners which oversees the operation of the housing authority. The new board of commissioners sought out a new director, executive director of the housing authority, based on the results of a nationwide search.

Since that time, I think we have seen great improvement in the operation of the housing authority of the city of Houston. And I want to give my congratulations to the executive director and board of commissioners who have dedicated their time and energy so tirelessly to that cause of improving the housing authority.

We now find an unprecedented level of cooperation between the residents' organizations and the management of the housing authority. And in the most recent audit that was done, we found that the housing authority's finances have now been given a clean bill of health.

Well, this was kind of a starting point. With the management problems generally resolved in our housing authority, we are now free to look at the broader question of how we can expand the availability of decent housing for people who cannot afford it.

We have, as I mentioned, turned to the private sector and to the religious organizations in our community numerous times for assistance with these kinds of issues. We turned to the Houston Apartment Association to assist us by providing some vacant apartments that would be used to assist the housing authority for meeting its needs. We turned to the private sector to create a Management Advisory Council to provide management advice to the Houston Housing Authority. We started a Partners in Public Housing Program, under which corporations in our community have adopted public housing projects, so that volunteers from those corporations would spend time with the residents of the housing developments and try to find out what their specific needs might be and how those corporate volunteers could assist them in addressing the problems that the individual residents are facing. We currently have five of those partnerships underway.

In another partnership, the Brown & Root Corp. joined with the Kennedy Place Housing Development to beautify and clean up the area and provide some landscaping, and make that relatively new housing development a more pleasant place for its residents to live.

We have addressed the issue of housing on several fronts. We have recently created the Project Oasis, which is a project that was endorsed by the Department of Housing and Urban Development; had previously had great success in Florida. And we have identified one of our housing projects on the north side of town to be the Project Oasis pilot project. And we look forward to the steps that can be taken by bringing to bear the city's efforts in various city departments, together with community efforts, to upgrade the quality of life in that particular housing development.

We look forward to success with Project Oasis and hope to see it duplicated in other facilities in the city of Houston and around the country.

A couple of years ago, 3 years ago actually, Houston was faced with a situation that was unusual for us. In the winter of 1982, we realized that the downturn in the economy was beginning to reach Houston, and that people had come to our city who were homeless; and as winter came, they were living in tents, and we were faced with really an unprecedented situation for Houston. People who were in emergency need of shelter, a need that our housing authority was not adequate to handle and a need that had to be faced by the broader community.

At that time in 1982, local churches and social service agencies, with some assistance from the city, opened some emergency shelters, usually in church facilities, to care for the people who were in need of emergency shelter. After that experience in 1982, we moved on to 1983, and appointed the Emergency Task Force on the Homeless. And we built on the work that had been done the previous year. We sought matching funds from the United Way, which were provided. The Houston Metropolitan Ministries provided us with numerous resources to address the problems of the temporary need for shelter for the homeless.

Through that project in 1983, we were also able to provide counseling, rides to job fairs, a hot meal, clothing, for people who were very desperately in need of emergency shelter because they were homeless at that time.

In 1984, we decided that the Emergency Task Force had been a success, and we needed to see it as a continuing opportunity to bring together our private sector and religious community resources to address the problems of the homeless on an ongoing basis. That is why we created the Houston-Harris County Coalition for the Homeless.

The coalition for the homeless meets on a monthly basis to make sure that resources are available for people who are homeless.

We have expanded from that effort into other more specialized needs, creating the Coalition on Health Care for the Homeless, to see that people who are homeless are able to take advantage of health care facilities which are available without cost in our community. Our Houston Health Department has played a leading role in bringing that health care opportunity to people who are homeless, who are staying in shelters. And we think that has been a success.

We have now seen a continuing need in addressing the problem of shelter for homeless mentally ill patients. And our coalition for the homeless has appointed a special task force to address the needs of shelter for the mentally ill homeless, and we anticipate a report from that task force in the spring, as we continue to find our Houston Police Department and our other social service agencies in the area facing the problem of the mentally ill homeless.

So my summary would be that we still have issues that need to be addressed in this community pertaining to the homeless and pertaining to adequate housing. At the same time, I would report that we look forward to a continuing partnership with the Federal Government as well as with the local private sector and volunteer and religious organizations in addressing the need to upgrade housing in this area.

I look forward to the testimony from the other witnesses who are present.

Chairman GONZALEZ. Thank you very much, Mayor. As I said, we are very grateful for your presence.

I just have one question here. With respect to your community development block grant funding, have you suffered any substantial decrease in the amounts that the city of Houston has received, say, in the last fiscal year?

Ms. WHITMIRE. No. We have not seen a decrease as yet. We, of course, like all other cities across the country, have been warned that we should be prepared for such a decrease. But we have continued to receive approximately the same amount of community development grant funds in the $24 to $25 million annual grants for the past 3 years.

Chairman GONZALEZ. Do you have any diversion of CDBG funds for housing?

Ms. WHITMIRE. We do use some CDBG funds for housing rehabilitation. That is not the majority of our CDBG funds. We have also engaged in a project with the Houston Housing Authority in which we used some community development funds for the hardware portion of a security program. We also call on the Houston Police Department to assist us in providing upgraded security in our housing developments. But those have been two uses of CDBG funds dedicated to housing.

Chairman GONZALEZ. Has the number of the homeless increased, decreased, or stabilized as of, say, 1982?

Ms. WHITMIRE. Well, we think that the number of homeless people was the highest in 1982 and 1983. It is not as high now as it was at that time because those were the 2 years when Houston was hardest hit by the recession. But that does not change the fact that that is a continuing issue that we have to address.

Chairman GONZALEZ. Surely. Almost every community we have been to in the past, from the east coast to the west coast and in between, certainly reports the same development.

Well, thank you very much. We certainly do not wish to delay you any longer. We appreciate very much the time you took to be with us.

Ms. WHITMIRE. And thank you. We appreciate your concern for the housing issues in Houston. Thank you very much.

Chairman GONZALEZ. We are very happy to see a former San Antonian. We have had a request, if Mr. Garcia has no objection, to recognize Mr. Pate, chairman of the board of directors of the Houston Housing Authority. Obviously, he has some time constraints. And if there is no objection, Mr. Garcia?

Mr. GARCIA. No problem.

Chairman GONZALEZ. I did want to say that Efraim Garcia is well known in San Antonio. He was very much in the forefront of development there. And we were delighted when he came to Houston and has discharged so easily the directorship of the development agency here.

Mr. Pate, thank you for being here with us. We appreciate you taking time out. And we will recognize you at this point.

STATEMENT OF GERRY PATE, CHAIRMAN OF THE BOARD OF DIRECTORS, HOUSTON HOUSING AUTHORITY

Mr. PATE. Thank you, Mr. Chairman. I, likewise, appreciate the opportunity to appear before you today and give testimony. I would also like to echo your comments about Mr. Garcia. We are now well aware of him in our community, and think highly of him. He has been doing an excellent job moving the department, the planning department in the city of Houston truly into some of the needed areas in terms of community development that we have not seen done in our community before. And so we are very happy to have him in our community now. San Antonio's loss is our gain.

I am the chairman of the board of commissioners of the housing authority of the city of Houston. I was appointed to that position by Mayor Whitmire, who you just heard from.

The housing authority of the city of Houston was created in 1938, and we now own and operate 15 developments providing over 4,000 dwelling units. The authority also operates a section 8 existing and moderate rehabilitation program, serving over 5,000 households.

First, let me say that the authority is committed to a policy of providing safe, decent, and sanitary housing for lower income residents of the city. We feel we are accomplishing this goal in the face of declining Federal revenues and increasing costs, and increasing demands for services and, in some instances, opposition to new projects. In addition, when the mayor appointed me, the board was faced with a housing stock consisting primarily of projects constructed over 4 years old and badly in need of rehabilitation or replacement.

Certainly, I can assure you that in responding to these challenges, we intend to maintain or increase our current stock of public housing units. As the mayor indicated earlier in her testimony, 3 or 4 years ago, this was a troubled authority with significant problems. And we feel we have worked very hard to turn that situation around and position the authority to move forward and address the problems of the future.

In recent years, the authority has added 268 units of new public housing in 3 developments. These are smaller developments, well designed, easier to manage, and have been well received by the surrounding neighborhoods. However, we have also been in court for at least the last 3 years, defending our right to construct a fourth new development, the 86-unit Allen Genoa project. It now appears that we can move forward with the project and construction is imminent.

Let me say a few words now about the problem of maintaining and modernizing our older projects. These projects are much larger in size. They are all over 40 years old, but they account for over 60 percent of our total housing stock.

The authority is returning vacant units in these projects to a leasable condition through the comprehensive modernization program. Emergency Comprehensive Improvement Assistance Program work has been completed on four developments and work is scheduled at three other developments. Additional funding is pending approval of the authority's 1985 CIA Program application.

Accomplishing the needed rehabilitation is a challenge because adequate resources are really not available through the CIA Program. Let me use Clayton Homes project, our 348-unit development, as a case in point. In 1982, the authority received over $400,000 under the CIA Program to do emergency repairs only. In 1983, we estimated that we needed over $8 million for comprehensive improvements at Clayton Homes, and requested that amount. These improvements are needed to modernize the project and to allow the authority to maintain the project in a predictable and orderly fashion, which is very important to our ability to maintain our housing stock. We were funded that year at a little less than $3 million. Recognizing this shortfall in funding, we have sought and received a grant of $673,000 from the city of Houston's Community Development Division. A request for $700,000 is still pending as part of the authority's 1985 CIAP application. Even with this additional funding, we are still far short of the amount we need to adequately modernize Clayton Homes.

This is the case at all of the older projects, and without the ability to modernize these projects, maintenance will be difficult and our ability to keep the units in leasable condition will be jeopardized.

In spite of the physical facility problems, the authority has taken significant steps to provide a better living environment for the residents.

The authority has developed various partnerships to bring additional services to the residents of public housing. A partnership between the authority, the Houston Police, and the Houston Community Development division has brought police ministations to five public housing projects. These police ministations are staffed for 16 hours per day by off-duty police officers. This program has had a dramatic effect on crime rates in the vicinity of the public housing developments. The community development division can no longer provide the funds for this program, so the authority is seeking funding from private sources and foundations.

Another partnership involves three major local companies, Tenneco, Texas Eastern, and M Bank, who have each adopted one of the authority's elderly developments. Volunteers from the corporations devote their time and energies toward developing and implementing social, health, and recreational facilities for the residents.

Earlier this year, First City National Bank of Houston became the first corporation in the United States to adopt a family public housing development. The 100 families at Long Drive now enjoy holiday parties, career planning seminars, tutoring for their children, landscaping for their development, and have a library of over 3,000 volumes, all through the work of First City Bank's volunteers.

In addition, you heard the mayor mention the Brown & Root project at Kennedy Place.

There are two other successful innovations of the authority, and these include the Management Advisory Committee and Project Nature Center. The Management Advisory Committee brings together business men and women who contribute their expertise to the authority, resulting in improved operations of our agency. Project Nature Center was initiated earlier this summer, and involves weekly field trips of 25 children a week to Armand Bayou, a local 1,800 acre wildlife refuge and study center, and there are plans to double that project now.

In the final analysis, the authority's programs are determined by Federal law and regulation. I know that your subcommittee, Mr. Chairman, was responsible for developing and reporting out favorably House Resolution 1. We are very supportive of those efforts and hope that that legislation can be adopted.

Particularly, we are pleased that the tax exempt financing was not eliminated, and that the Voucher Program has been limited until the results of the pilot project is known. As you probably know, we were selected as a demonstration site for this program.

Finally, we really do appreciate the provisions of that legislation which allows us to obligate development funds over an adequate time frame to develop public housing projects because, as I just mentioned a few minutes ago, we can run into opposition to these projects which can extend into a lengthy period of time for the development of the project.

Again, let me thank you for the opportunity to share with you something about our authority. And if you do have questions, I will be glad to make any attempt that I can to answer those.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Pate follows:]

TESTIMONY OF GERRY PATE

Good morning, Mr. Chairman and members of the Subcommittee. My name is Gerry Pate. I am the Chairman of the Board of Commissioners of the Housing Authority of the City of Houston. I was appointed to that position by Mayor Whitmire whom you have just heard. I appreciate the opportunity to appear here and discuss with you the public housing program in our community.

The Housing Authority of the City of Houston was created in 1938. The Authority now owns and operates 15 developments providing over 4,000 dwelling units. The Authority also operates a Section 8 Existing and Moderate Rehabilitation Program serving over 5,000 households.

First, let me say that the Authority is committed to a policy of providing safe, decent and sanitary housing for lower income residents of this city. We are accomplishing this goal in the face of declining federal revenues and increasing costs, increasing demands for services and in some instances, opposition to new projects. In addition, when the Mayor appointed me, the Board was faced with a housing stock consisting primarily of projects constructed over 40 years ago and badly in need of rehabilitation or replacement. Certainly, I can assure you that in responding to these challenges, we intend to maintain or increase our current stock of public housing units.

In recent years, the Authority has added 268 units of new public housing in 3 developments. These are smaller developments, well designed, easier to manage, and have been well received by the surrounding neighbors. However, we have also been in court for at least the last 3 years defending our right to construct a fourth new development - the 86 unit Allen Genoa project. It now appears that we can move forward with the project and construction is imminent.

Let me now direct your attention to the problem of maintaining and modernizing our older projects. These projects are larger in size, over 40 years old, but they account for over 60% of our total housing stock.

The Authority is returning vacant units in these projects to a leaseable condition through the comprehensive modernization program. Emergency Comprehensive Improvement Assistance Program work has been completed on four developments and work is scheduled at three developments. Additional funding is pending approval of the Authority's 1985 CIAP application.

Accomplishing the needed rehabilitation is a challenge because adequate resources are not available through the CIAP Program. Let me use Clayton Homes, our 348 unit development, as a case in point. In 1982, the Authority received $428,256 under the CIAP to do emergency repairs. In 1983, the Authority requested over $8,000,000 for comprehensive improvements at Clayton. These improvements are needed to modernize the project and allow the Authority to maintain the project in a predictable and orderly fashion. We were funded at $2,938,332. Recognizing the shortfall in funding, we have sought and received a grant of $673,020 from the City of Houston's Community Development Division. A request for $705,483 is still pending as part of the Authority's 1985 CIAP application. Even with this additional funding we are still far short of the amount we need to adequately modernize Clayton Homes.

This is the case at all of the older projects and without the ability to modernize these projects, maintenance will be difficult and our ability to keep the units in leasable condition will be jeopardized.

In spite of the physical facility problems, the Authority has taken significant steps to provide a better living environment for the residents.

The Authority has developed various partnerships to bring additional services to the residents of public housing. A partnership between the Authority, the Houston Police, and the Houston Community Development Division has brought police mini-stations to five public housing sites. These police mini-stations are staffed for sixteen hours per day by off duty police officers. This program has had a dramatic effect on the crime at the public housing developments. The Community Development Division can no longer provide the funding for this program so the Authority is seeking funding from private sources and foundations.

Another partnership involves three major local companies, Tenneco, Texas Eastern and M Bank who have each adopted one of the Authority's elderly developments. Volunteers from the corporations devote their time and energy toward developing and implementing social, health and recreational activities for the residents.

Early this year, First City National Bank of Houston became the first corporation in the United States to "adopt" a family public housing development. The 100 families at Long Drive now enjoy holiday parties, career planning seminars, tutoring for their children, landscaping for the development and have a library of over 3000 volumes all through the work of First City Bank's volunteers.

Brown & Root has adopted Kennedy Place and is expanding its relationship with that development. Soon other corporations will be matched to the family developments, and all of our residents can enjoy social programs and services that the Authority is not able to provide through its normal budget.

Two other successful innovations of the Authority are the Management Advisory Committee and the Project Nature Center. The Management Advisory Committee brings together businessmen and women who contribute their expertise to the Authority, resulting in improved operations of the agency. Project Nature Center was initiated early this summer. $14,000 was donated by local corporations to fund weekly field trips of 25 children to Armand Bayou, a local 1,800 acre wildlife refuge and nature study center.

In the final analysis, the Authority's programs are determined by federal laws and regulations. I know this Subcommittee is responsible for developing and approving housing legislation and I understand you have reported out favorably House Resolution 1. We are supportive and commend your efforts through HR 1 to address the nation's lower income housing needs.

In particular, we are pleased that tax exempt financing for development and modernization was not eliminated.

Also, we understand HR 1 limits the expansion of the voucher program until the results of the demonstration are known. As you probably know, we have been selected as a demonstration site for this program, and we appreciate that the results will be considered in any decision to extend the voucher program further.

Finally, the Authority appreciates the provision of HR 1 which allows an adequate time frame to develop public housing projects and to obligate development funds.

Again, thank you for the opportunity to share with you the accomplishments and concerns of the Houston Housing Authority. If you have any questions, I will be happy to answer them.

Chairman **Gonzalez**. Thank you. As I said before, we appreciate you taking time out as the chairman of the board of commissioners to be here.

As we noted, with a total public housing stock of a little over 4,000 units, the decision to remove the units in Allen Parkway Village, a thousand units is to remove about a quarter or 25 percent of the available housing stock to the poor. And in this respect, let me point out that we have visited cities with the same identical problem, Chicago for instance. We will be in Chicago next month, precisely for almost the same reason.

But do I understand correctly that HUD had committed some $10 million for the modernization and improvement of that particular project? I believe it is Allen Parkway?

Mr. **Pate**. Allen Parkway. It is not my understanding that HUD had ever actually committed any specific amount for modernization of Allen Parkway Village. Let me say, Mr. Chairman, that we are very concerned about the housing stock in this community.

As you mentioned in your preliminary remarks, any plan to demolish existing housing has to be very carefully considered, and we feel we are very carefully considering that. No program would go forward unless we understand exactly in the planning how we can maintain the stock of public housing that we have. That is the commitment of our authority.

Chairman **Gonzalez**. Has every reasonable alternative been very seriously considered before reaching a decision to remove these 1,000 units from the stock? And, also, what arrangements are being made, for instance, to rehouse the occupants who, by necessity, will have to be relocated? As I understand it, the entire project will be demolished. There will be no substitute project built there nor any attempt to retain any portion of that project for modernization or rehabilitation. Am I correct in that?

Mr. **Pate**. Let me say that the overall—the planning for that overall program is still underway, Mr. Chairman. I do not believe there has been a final decision reached on the program, the overall program that would involve replacement of housing for Allen Parkway Village. The concept that that project could be demolished and those resources used for the housing program in general is the concept that we are operating under at this time. There are plans that I am aware of to provide additional housing in the vicinity of Allen Parkway Village. But, again, that overall planning process is still underway, in my judgment. We are still evaluating alternatives and programs. We feel that, overall, the concept of moving forward the demolition of that project, so that we can make those—make better use of our resources, is a valid concept.

Chairman **Gonzalez**. Is the application reported to us filed by the Houston authority with HUD for Allen Parkway Village predicated on the basis that the project would be demolished and is that application still pending?

Mr. **Pate**. Yes. That application is pending and has not seen final approval, to the best of my knowledge.

Chairman **Gonzalez**. But then the application would not have been filed unless the board had made a final determination.

Mr. **Pate**. Well, the board made a final determination to move forward with that concept. But as you are aware, there are—usually in applications of this sort, we would put forward an overall operating concept for the consideration of HUD. And if they acted favorably, there would still be a good deal of final project planning and analysis that would have to be carried out which would again be subject to that agency. At least, that is my understanding of the process.

Chairman GONZALEZ. Of course, what really has concerned me very much—and let me assure you that Houston certainly is not an isolated case. Just within a matter of 11 months, we have been to New York City four times, and we have seen the same thing except that New York City has a far more viable local housing finance, housing mortgage setup, as well as the State of New York. So they have been able to move very very seminally, very enterprisingly to deal with the internal problem of one-for-one replacement.

Let me give you a bit of history. I worked for public housing in San Antonio for 3 years. I was the assistant director in charge of land acquisition and family relocation, in a massive expansion, the largest expansion program. It was then 1950 to 1953, a 3-year period, and it was a $27 million expansion program. And I happened to work under probably the most capable housing administrator I have ever known, who came from Houston, Marie McGuire. She had been the housing director in Houston. And we were lucky in San Antonio. We did the reverse of what you have done with Mr. Garcia—Houston's loss was our gain.

And I worked with Marie McGuire. Subsequently to that, she was appointed by President Kennedy at that time, as the National Commissioner for Public Housing, which of course appeared with the creation of HUD.

What I find happening throughout the country is a total disregard of one-for-one replacement in the sense that projects are removed. In Dallas, for instance, you have a similar crunch. You have the sale of a substantial project to the Baptist Church, needed for expansion purposes. But there wasn't anything done as far as the residents still in that housing project that had to be relocated. On a one-to-one basis, there is nothing that has really been done to construct a unit for each one of those that was removed in that case in Dallas.

In Chicago at this time, you have a far more massive attempt there to remove 7,000 units from a very attractive locale, in which there is no question about it; private interests want that land, and they are going to get it. And particularly under this administration of HUD.

What I am seeing here is that on a scale, perhaps, we are nevertheless at, I think, just a draw. And I know the history and the compelling reasons why—if you have on your hands a decreased Federal subsidy, the project that is dwindling in viability and in safety, and no funds to modernize or rehabilitate. Yet it seems to me that I have seen cities where something has been done: the city of San Diego, for instance; New York; where a minimum of suffering, where the people involved were ensured of a certain program, where they knew they would be placed in a situation no worse than that from which they were being removed.

And that is all I was asking. I do not know that this is the case in Houston, and it concerns us quite a bit. I realize also that unless the contact between the Federal Government and the localities exists from the beginning and is maintained to a reasonable degree, it is very difficult that communities scratch for resources and funds.

We are talking about a very very succinct and special type of housing. We are talking about housing for the poor. In no country in the world has it been possible for that country to provide shelter for every citizen, that is the poorest. We are living in a time when the President has repudiated and is repudiating this commitment. The President and Secretary of HUD say there is no need for housing at this time, that housing is adequate in the United States.

I do not know the basis for his statement, unless he is throwing in all the unsold single family dwelling units, and all of the apartments that have been built recently that are certainly not affordable. We are talking about the poor. We are talking about maintaining a commitment that has been maintained for 44 years in this Nation. We are talking about the plight of the most helpless. Now, these are not political matters and we know this; never has been, never will be. But I think a country and its culture and its civilization is judged by the way we treat the most helpless and the most impoverished and those who happen to be at the mercy of the State.

I am very much concerned with respect to the situation in Houston. I realize also that Texas has not been hospitable to public housing. San Antonio, my home city, was the first, and that came through after violence. We had violence in San Antonio. By the time the first housing units went up in 1940, 1941, you really had had a struggle. And it was the first city in the State of Texas—Houston was running parallel—but the first one going to public housing in a meaningful way.

Since then, San Antonio still has a public housing stock that, commensurate with its population, is ahead. But it, too, is not exempt from the same problems confronting Houston. And the reason I use San Antonio is because that is the city I am most familiar with and have been over the course of years, from the very beginning when I was a student and joining with Father Carmelo Tranchesse in funding for the first public housing. And we faced violence.

But private enterprise cannot do it. After 30 years, 40 years, private enterprise finally concluded that this was one area which without assistance, without subsidy, it certainly could not operate. So that with our public housing programs, there has been an attempt and a final recognition that the nature of what we call public housing, the rental public housing projects, are very different from what they were at their inception.

Families, for instance, that went into those first public housing units in San Antonio, almost with no exception, eventually ended up being homeowners. But the family did not have to be broken up in order to qualify in 1940 and 1941. They were broke, not poor. We made our eligibility requirements say that we almost demand that a family be broken up, that it have itself listed on the relief roles, that it have all of the problems that any family could have before it could be eligible for the conventional public housing units. When we think of public housing projects, there is sort of a pulling of the skirts at the hem so that those terrible people that live in public housing will not be near us.

So the Congress, little by little, has come around; not totally. We have alternatives. For instance, turnkey housing and section 8 leasing. All of that is really predicated on the private sector. They are really subsidizing the private sector.

Incidentally, we do not eliminate it in H.R. 1. We accepted an amendment that really had in mind a Voucher Program that was begun in 1972, which is very different in nature from what the administration proposes now. But the Voucher Program does not produce housing units. It does not provide housing units. And what it looks like it will turn out to be is sort of a windfall for the slum landlords, which is about the only place the housing voucher recipients are going to be able to go to.

So that is no answer. Our problem, as we see it and as it concerns us, is a commitment to providing safe, decent, and affordable housing to all of the citizens that need it in this country. That means the poor. The only ones doing that today in America are the public housing authorities. There is no other agency that is providing housing for the poor. And the reason is that we just cannot produce it unless you have a subsidy. The attempts to provide for tenant ownership of public housing, the one or two experiences that have been tried in the last 10 years have completely failed. One in New Jersey finally closed down just 2 months ago.

So we are talking about a very specialized area which unless there is a commitment, and particularly on a national level because it requires a joint or a partnership venture or compact with the local government, it will not be provided. With the added factor of the nature of the homeless situation today, you do not have the traditional ne'er do well, the hobo, the alcoholics; you have entire families. In fact, right now in my own hometown we have a family living in a car, in an automobile. Fortunately, they came to our office first, so we are finding emergency housing for them. But we have even in San Antonio, even in the Sun Belt, we have a severe homeless problem.

That is an added feature that was not present even 5 years ago in the form that we are confronted with today. We interpret, in the light of extensive hearings, that we were the first to bring national attention to the question of homelessness. It will be 3 years next month. We were the first, this subcommittee. And we have have had comprehensive hearings in the field and in Washington, from one end of the post to the other. And I can assure you that it is a national problem in scope. It is not localized.

I think Houston is to be commended for what, under the resources and circumstances, it has done. But I also feel that there has to be a constant vigilance to making sure that we do not succumb to the easiest way out.

This particular 1,000-unit housing project is just like the one in Chicago, the one in Milwaukee, the one in San Diego, very much desired for its land value by the private interests that are not going to be able to build homes for the poor. So what do we do in the meanwhile with the misplaced tenants who happen to qualify at this time because they happen to be pretty poor?

We are here to investigate the housing situation in this part of the country. Actually, Houston was scheduled for a subcommittee hearing several months ago and we finally set a formal hearing date last August. Then we could not keep that date, neither here nor in Dallas. So this is the reason we are here. We are not here with any particular binge on Houston. We do not have that kind of information nor desire on our part.

I regret very much that certain statements have been made as to the intentions of this subcommittee, where the person making those remarks has not even been in touch with us, other than Mr. Valencia, who happens to sit here on my right, and who in no way acted any differently than the way he has in Dallas and several other cities.

I also take this opportunity to present the staff: Mr. Valencia, Mr. Frank DeStefano. All of these are professional assistants to the housing staff. Also, Ms. Garcia, Isabel Garcia. Every one of them is highly trained. In the person of Mr. DeStefano, we have a man of vast experience, covering two decades; an expert not only in public housing, but in rural and assisted housing.

So none of these individuals have any particular reason to have any kind of motivation to want to come into any city. We are going to go to San Antonio, my home town. We will be in Dallas tomorrow. We may be in Chicago next month. We are trying to keep commitments; we are trying to arrange for 11 requests that we have had throughout the country. So I do want to remove any kind of innuendo or insinuation that we have any particular local or localized Houston axes to grind, or that we are trying to show Houston as being derelict in discharging its responsibilities because we do not feel that way. As a matter of fact, we have admiration for Houston and continue to have it.

So thank you very much for your time and patience, Mr. Pate.

Mr. **Pate**. I appreciate all of those comments, Mr. Chairman, because I, likewise, feel that all the attention we can focus on this problem will be productive in our community. I regret that those—that some statements were made. They are certainly not my statements. And I appreciate your attention to this problem.

I can only reiterate that in addition to a national commitment, there needs to be a commitment on the part of the city to this. And we are trying to make that commitment.

Chairman **Gonzalez**. We want to be helpful because the cities have been helpful to us. During the past 4½ years with this administration, we have been watching a rear-door action. We know, we have a good idea of the housing crisis that confronts this Nation. We know the social price our country is going to have to ultimately pay for what we are not doing right now. We know that, we have seen it; we have been into these areas. As a matter of fact, we were scheduled to go to the very area that was bombed out in Philadelphia. We were going to go there about 3 weeks later. I had certainly intended to go myself, if I could not get to do it in the name of the committee.

Now, at this time, one reason we did not have some of the colleagues with us is that it was a break for them as well as for us, and an opportunity to do something before we adjourned. Nobody knows when we are going to adjourn. That is the reason this date was selected. It is a holiday. The House is not in session, but many of these members committed themselves for Columbus Day and for tomorrow. But we will have some members of the committee in Dallas tomorrow because it is not a holiday tomorrow, but the House will not be in session.

So we are grateful because we want to be helpful. We have been able to succeed, for instance in H.R. 1, the Housing Act of 1985, because we have been able to have the support of the people as expressed through their local and State representatives, their mayors, and their Governors. And the President is not going to have his way in killing these programs. He wants to, but he is not going to do it because the Congress is not going to go along with it. And the Congress will not go along with it because you know what your experience is and what the needs are. There is not a person I know in or out of Congress that wouldn't love to have a program where you wouldn't have to have boards of housing. I wish we had the economic situation in our country where you wouldn't even have to worry about it. But even in countries that have relatively low indexes of poverty, in fact, have had to have a national housing policy to provide housing for their citizens.

So thank you again, Mr. Pate, and forgive my pontificating here today. But I do feel that I did not want to come to Houston in an hour of conflict because that is the last thing I would want to do in Houston. I have always loved Houston. And don't ask me how I feel about Dallas because I don't want to go on record there. But our focus tomorrow in Dallas will be the public housing authority and its director.

So I just wanted to make sure that it is understood that these are formal on-the-record hearings, and you will get a copy of the transcript of this record. It will be sent to you. You can correct it, add to it, delete. Also, we usually reserve the right to submit questions in writing in time for you to have your transcript, questions we may think of that we may wish to ask for the record.

So thank you very much, sir.

Mr. PATE. Thank you very much, Mr. Chairman.

Chairman GONZALEZ. Good luck and Godspeed on your endeavors.

Mr. PATE. Thank you very much for your help. And we appreciate you taking the time to do this. Certainly, I cannot match the understanding of the problem that you have from your long years of service. But just in the brief time I have been with the authority, I have grown to appreciate what a significant problem it is. And we are making the effort in this community to address it, I believe.

And thank you so much for your help and for being here today.

Chairman GONZALEZ. Thank you, Mr. Pate.

We next have Mr. Garcia. As I said before, he is a San Antonian, our loss, your gain. He is a gentleman who has been a personal friend for many years, I guess perhaps even—of course, I hate to think how long I have been in some kind of public office. But I think our friendship goes even beyond that point.

So, Mr. Garcia, without any further ado, we recognize you. You may proceed as you see best. You have your prepared text. We have it before us. If you wish to read that into the record, fine. If you wish to summarize— whatever you wish.

STATEMENT OF EFRAIM S. GARCIA, DIRECTOR OF THE PLANNING AND DEVELOPMENT DEPARTMENT, CITY OF HOUSTON

Mr. Garcia. Thank you very much, Mr. Chairman.

I will be summarizing and kind of skipping through the prepared remarks. However, before I start, I would like to add a little bit to one of the answers that the mayor gave to one of your questions involving the use of community development block grants for public housing.

In addition to the uses that she mentioned, we have annually been allocating an amount of $1 to $2 million for modernization purposes only, to supplement HUD's modernization funds.

When I came to Houston about 2½ years ago, one of the major tasks that was assigned to me by Mayor Whitmire was the fact that she felt that the central parts of our city were being ignored, and that the housing conditions were deteriorating without any effort on the part of the previous city administrations to improve this.

As a result of the past 2½ years, we have been reorganizing the department of planning and development in order to be able to address some of those inner-city needs. And what I would like to do today is discuss some of the programs that we have brought into effect. Some of these may sound familiar to you because they are some of those that have been implemented very successfully over the past years in San Antonio.

First of all, we have begun a program to increase homeownership. We feel that homeownership on the part of low and moderate income residents provide them with a method of very effectively, permanently dealing with the matter of housing those families.

We have initiated a program called the Central City Housing Program. And we have found that although there is a surplus of housing in Houston, as you mentioned earlier, this housing is not located in urban city neighborhoods, but is located in the periphery of the city, primarily outside the reach of low income families. So with our Central City Housing Program, we have targeted the construction of 2,200 units of well built, low cost housing, utilizing a process which I think you are very familiar with, the Nehemiah Plan used in New York City. We have found that we can adapt that very well to the Houston environment, and we presently have pending at the Department of Housing and Urban Development an application that will enable us to provide the subsidies necessary to construct the first 164 of the units. Our 2,200 target is a 4-year plan, and housing will be at approximately 30 percent of the cost of comparable housing in the economy.

In this regard, we elicit your assistance in two matters related to urban development action grants. Houston is a pocket of poverty city. And, as such, we have been unable to compete effectively with cities for urban development action grant funds. We have noted with interest some of the proposals recently to provide us a better and more competitive opportunity to compete for urban development action grants. And, also, a proposal that I have not seen very recently—I saw it at some time—and that was that housing UDAG's would compete only with other housing UDAG's because we do have difficulty in securing competitive applications when we are competing with industrial and commercial projects.

We have also initiated a Replacement Housing Program. We have funded it with $1,500,000 of our current community development block grant, and that is to replace existing non-rehabilitative units with new housing. We note that there are provisions in the proposed HUD regulations to make this an eligible expense. In the meantime, we are working with HUD to come up with a method of being able to have a similar program, but, as you are aware, it requires some devious approach at the housing regulations.

One area that I am very interested in bringing to Houston is the matter of cooperative housing. Cooperative housing is an alien approach here in Houston, and it is not very—it has not been very well received. But the city has currently in place a contract with the cooperative housing foundation of Washington, DC, which is making feasibility studies for three proposed projects. Two of these involve the conversion of existing apartment complexes, but the third project is one that involves new construction. And if the demolition of Allen Parkway Village is approved, the newly constructed cooperative housing complex would have significant participation from displacees of Allen Parkway Village. In this manner, some of those public housing tenants would be converted to cooperative housing owners.

The department that I head also has supervisory responsibility over the Housing Finance Corporation, that issues mortgage revenue bonds. This is another program that is in jeopardy. We have in the past had a very poor record in using the bonds in the federally targeted areas because the area currently designated by the Department of the Treasury as a federally targeted area is almost devoid of housing. It is primarily industrial commercial areas. This is done by census tract data rather than a knowledge of the housing situation in Houston.

We are attempting through a dual program to improve the use of mortgage revenue bonds in our central city. First, the Central City Housing Program will produce the 2,200 units of housing that have been fundable through mortgage revenue bonds, but, also, we have begun the bureaucratic process of having the—our pocket of poverty designated in areas of chronic economic distress. And when this occurs, then our pocket of poverty will be coincident with the federally targeted area for mortgage revenue bonds, and this will then improve our ability to meet the goal of 20 percent of the bond issues being placed in central city neighborhoods.

In the past, Houston has had a rather poor record in delivery of rehabilitation services using community development block grant funds. I think we have reached a turnaround in this. We have recently completed a very successful—are in the process of completing a very successful program of reworking some of our community development rehabs. We have restaffed, reorganized, and the community development funded Housing Rehabilitation Program, I think, will become a viable tool in improving housing opportunities in the central city.

These programs have progressed ownership up. But, as you know, lower income residents primarily rely on rental housing.

We have had a very successful Rental Rehabilitation Program. Our allocation from both fiscal year 1984 and fiscal year 1985 total $2,500,000. Recently, HUD has rewarded us with an additional $411,000 as a result of good performance in programs. We regret the fact that this program appears to be scheduled for termination, and would like to see the continuation of the Rental Rehab Program because it provides us with our primary method of rehabilitating units for the lower income residents.

In addition to that, we intend to make better use of the Multifamily Bond Program through our Housing Finance Corporation. While the program is in jeopardy because of widespread misuse throughout the country, this is not true in Houston. In Houston, we very carefully control the use of these bonds so that they are only used and available for redevelopment projects.

As an aside, I am going to say that there are other authorities that can issue these bonds that have jurisdiction in Houston, that have issued them for other purposes. But the Houston Finance Corporation only issues these bonds in targeted areas for rehabilitation purposes. And if the program is modified because of its misuse, we would like to see the retention of the use of these bonds for rehabilitation purposes, for redevelopment purposes.

Let me address the matter of the fourth ward, Allen Parkway Village, the fourth ward being the neighborhood immediately adjacent to Allen Parkway Village.

In 1983, the housing authority of the city of Houston funded a study on the future of Allen Parkway Village. And one of the recommendations of that study was that the fourth ward and Allen Parkway Village should be considered as integral rather than separate areas. And at that time, the Department of Planning and Development was brought into play to prepare a plan for the fourth ward as part of this new nuclear planning process.

When we began this plan and collection of data, it became very clear at the very beginning—and I might add as an aside that we provided Mr. Valencia a copy of this plan, and we would like to have it added to the record.

Chairman GONZALEZ. Certainly, with no objection, that will be done.

[The document "Fourth Ward Area Plan" referred to follows:]

FOURTH WARD AREA PLAN, CITY OF HOUSTON, DEPARTMENT OF PLANNING AND DEVELOPMENT, JULY 1985

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Efraim S. Garcia, Secretary and Director
Department of Planning and Development

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CONTROLLER
Lance Lalor

EXISTING CONDITIONS

Fourth Ward is a unique community. It is an area that was settled and developed by black people during Houston's infancy. It is a community that has continued to survive despite a loss of ground to the Central Business District, the construction of the Gulf Freeway, and the loss of population to other Houston neighborhoods. Fourth Ward is a neighborhood that exhibits a cohesive residential character; it is an area with a strong neighborhood identity, an area that is rich in history.

Fourth Ward is a small community, comprising 0.5 square mile and is located adjacent to the downtown area. The neighborhood encompasses all of Census Tract 400.26. (See the following map.)

Fourth Ward is one of Houston's oldest neighborhoods, dating back to the 1840's. Following the Civil War, newly freed slaves acquired tracts of land between West Dallas and Buffalo Bayou which they subdivided and called Freedmanstown. The development of this community by blacks attracted other black people to Freedmanstown and to other sections of Fouth Ward.

The construction of the Gulf Freeway, in 1962, altered the Fourth Ward community. The eastern section of Fourth Ward became a part of the expanding downtown area, while the western section continued to be a predominantly black settlement, characterized by a preponderance of deteriorating rental property.

Fourth Ward is confronted with a number of problems which treaten its continued existence as a low and moderate-income neighborhood. The majority of residents do not control the land, less than five percent are owner-occupants. A considerable number of residential units are in substandard condition and for many, rehabilitation is not economically feasible.

Since 1980, the amount of vacant land has increased, while the number of residential units has decreased. The loss of housing has displaced residents, forcing them out of the neighborhood in search of affordable shelter. Added to this, is the increasing number of conversions of land to the new uses, as evidenced by the presence of a drive-in bank at the intersection of W. Dallas and Heiner. In addition, nearly three blocks of land between Arthur Street and IH-45 (Gulf Freeway) have been converted to paved parking. Its stability as a residential neighborhood reduced, Fourth Ward has become attractive for acquisition for speculative purposes.

POPULATION

According to the 1980 Census, the Fourth Ward population is 6,929, which represents a decrease in residents of 7.5 percent (519 persons) since 1980. Fourth Ward is a multi-ethnic neighborhood where blacks, whites, Hispanics, Vietnamese, and Chinese reside.

A comparison of census data indicates that over a ten-year period, the size of the area's households has increased slightly, from 2.9 persons per household in 1970 to 3.1 in 1980. The city norm, as recorded by the 1980 Census, is 2.6 persons per household.

Since 1970 the number of families in the neighborhood has decreased. Fourth Ward families numbered 1,487 in 1970 and 1,415 in 1980, a decrease of seventy-two (72) families, or 4.8 percent.

The 1980 Census reports that the majority of residents in the neighborhood, 4,361 persons, or 62.9 percent, are black. Since the 1970 Census, the black population has decreased by 30.2 percent, or 1,890 persons. The white population has also decreased from 1,042 persons in 1970, to 351 persons in 1980. The change represents a decrease in the white population of 691 persons or 66.3 percent.

An exception to this trend is the Hispanic population, which has more than doubled in Fourth Ward since 1970. In 1970, Hispanics numbered 294 residents, increasing to 717 residents by 1980. The size of the Hispanic population increased by 69.5 percent over a ten-year period.

The 1980 Census also reports that 18.8 percent of the population (1300 persons) is Vietnamese, while 2.7 percent (184 persons) is Chinese. (The percent change in the Indo-Chinese population is unknown because Vietnamese and Chinese were not enumerated in the 1970 Census). American Indians account for .2 percent of the neighborhood's population.

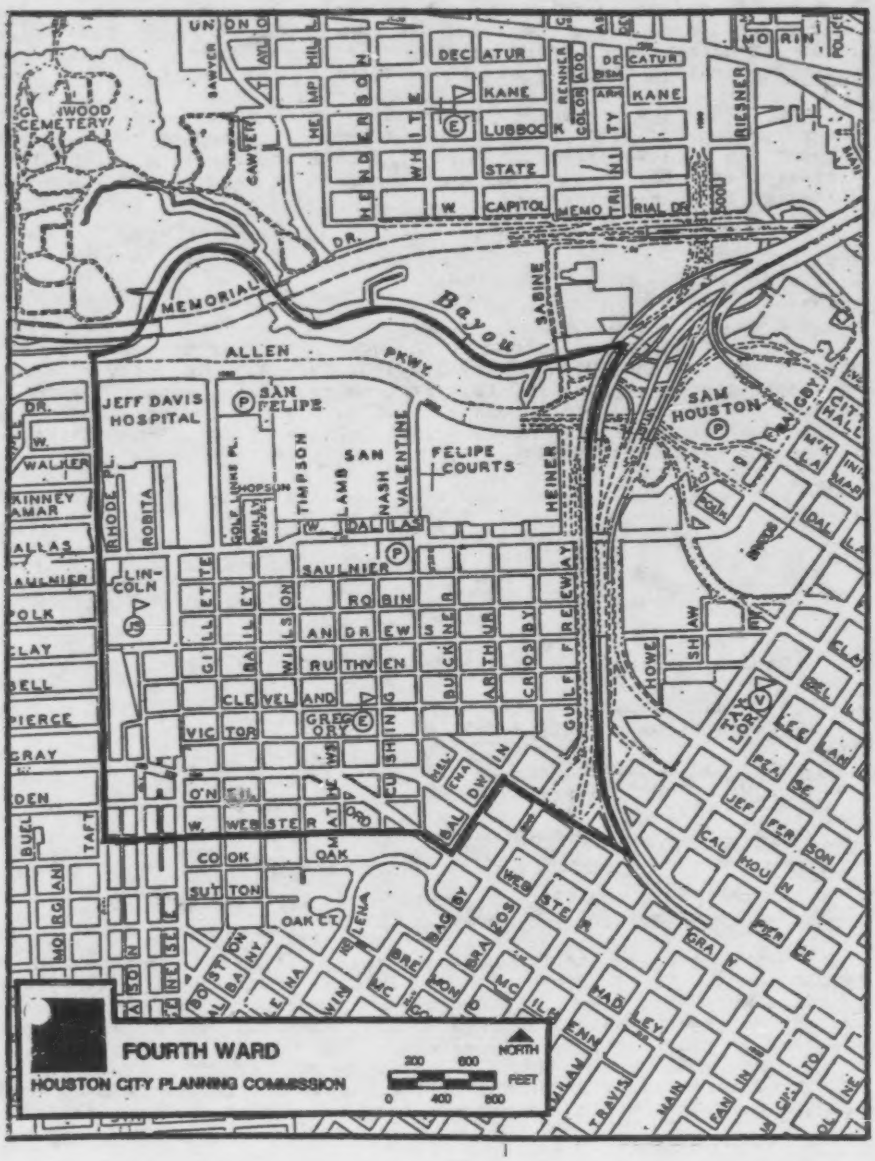
Fourth Ward's population is young; 42.9 percent of the residents are less than twenty years of age. This exceeds the city norm of 31.8 percent. The percentage of elderly residents, persons 65 and over, at 10.9 percent, exceeds the city norm of seven percent. The median age of Fourth Ward's population is 25.6 years, which is slightly below the city wide median age, 27.5 years.

Between 1970 and 1980, the most significant change occured in the 5-14 age group, where population decreased by 4.3 percent, and in the 20-54 age group, where the population increased by 4.5 percent. The number of elderly residents (65 and over) decreased, but by 1.9 percent. All of the other age groups experienced a change of less than one (1) percent.

Fourth Ward's fertility rate is higher than the city norm. In the neighborhood, an average of 2.1 children are born for each female resident between the ages of 15 and 44. The city-wide birth rate is 1.2.

EDUCATION

Fourth Ward residents have a lower level of educational attainment than the city as a whole. But the level of educational attainment has somewhat improved since 1970. The percentage of high school graduates almost doubled during the period between 1970 and 1980.


FOURTH WARD
HOUSTON CITY PLANNING COMMISSION
NORTH
200 600
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FEET
GLENWOOD CEMETERY
MEMORIAL DR.
Bayou
ALLEN PKWY.
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
LINCOLN
DECATUR
KANE
LUBBOCK
STATE
W CAPITOL
MEMORIAL DR
SABINE
W DALLAS
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
VICTOR
GREGORY
O'NEIL
W. WEBSTER
COOK
OAK
SUTTON
OAK CT.
GULF FREEWAY
CROSBY
ARTHUR
BUCKNER
WILSON
BAILEY
GILLETTE
HEINER
VALENTINE
NASH
LAMB
TIMPSON
HOPSON
ROBITA
RHODE PL.
WALKER
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
WEBSTER
HADLEY
BRAZOS
BAGBY
MILAM
TRAVIS
MAIN
FANNIN
CALHOUN
JEFFERSON
PEASE
LEE
TAYLOR
HOWE
SHAW
RIESNER
SAWYER

However, despite an increase in high school graduates, the median number of school years completed has remained nearly the same since 1970. Median school years completed has increased by 0.3 years from 8.0 years in 1970 to 8.3 years in 1980.

In 1970, the percentage of school drop-outs was 38.7. By 1980, the percentage of high school drop-outs had decreased by fourteen (14) percent, to 24.7 percent. Part of the reason for the significant decrease may be attributed to the manner in which the data was collected for the last census.

ECONOMY

Income

The median family income in the community, at $6,319, is 33.1 percent below the 1979 poverty level of $8,414. The city's median household income at $18,474, is more than triple the amount for Fourth Ward. Median household income at $4,776, is the lowest among Houston's low and moderate-income areas. Table I contains additional income and employment indices.

TABLE I
INCOME & EMPLOYMENT INDICES

Index	Fourth 1970	Ward 1980	Houston 1980
Median household income	$2,420	$4,776	$18,474
% of all families with incomes below poverty level	50.2	53.7	10.0
% of all househlds receiving public assistance	47.7	39.0	4.5
% female heads of households	46.2	40.2	17.0

Source: _1970 and 1980 Census of Population and Housing, Bureau of the Census_.

As indicated by the table, more than half of the families in the neighborhood, 53.7 percent, have incomes below the poverty level, which is more than five (5) times the city norm. Close to forty (40) percent of Fourth Ward's households are receiving public assistance. The same is true for only 4.5 percent of the households city-wide.

Females head 40.2 percent of the households in the neighborhood. For the city as a whole, seventeen (17) percent of the household are female-headed. Households headed by a female generally have a lower earning potential than male-headed households.

Since 1970, some economic conditions in Fourth Ward have improved, while others have worsened. Unemployment and the percentage of families with incomes below the poverty level have increased. Households receiving public assistance and female-headed households have decreased by 9.7 percent and 6 percent, respectively.

Labor Force

Census data (1980) shows that the area's labor force contained 1825 persons, including 185 unemployed. An additional 2,755 adults were not in the labor force. Most of the labor force is poorly educated and unskilled or semi-skilled. Seventy-two percent (72%) of adults over 25 years of age do not have high school diplomas.

Historically, the unemployment rate for the area has been more than twice the City's rate. In June, 1985, the city's rate of unemployment was 8.4 percent.

Among the employed in Fourth Ward, 44 percent are in service occupations, followed by 24 percent employed as laborers. Only seven percent of the labor force is employed in managerial and professional occupations.

Major Economic Entities

The major economic entities in Fourth Ward are the City of Houston, Harris County Hospital District, Bland Cadillac, and Joe A. McDermott, Inc. The number employed by each entity is listed on the following page.

Major Employers in Fourth Ward

Organization	Estimated Employment
City of Houston	280
Harris County Hospital District	1,703
Bland Cadillac	210
Joe A. McDermott, Inc.	100

The Central Business District with its large businesses and public agencies is an important factor to the economy of Fourth Ward, because the CBD provides jobs for residents and markets for businesses, especially restaurants, in the area. The City of Houston represents a stable source of employment opportunities and its employees working downtown and at Fourth Ward sites represent a market for restaurants and other consumer services in the area. A major employer, Jefferson Davis Hospital, is scheduled to leave the area by the end of 1988. A new replacement hospital is slated for construction in northeast Houston.

Bland Cadillac and Joe A. McDermott appear to be stable employers for the future. (See the Appendix for an inventory of businesses in the Fourth Ward.) The following industrial classifications are represented:

CLASSIFICATION	NUMBER REPRESENTED
Retail Trade	28
Services	18
Real Estate	2
Manufacturing	1
Contract Construction	1
Total	50

Industrial Composition of Businesses

The private employment base of Fourth Ward is almost exclusively made up of Retail Trade and Service Industries. Table II illustrates this concentration of industrial type. Of the businesses contacted, fifty percent (50%) can be classified as Retail Trade and over forty-one percent (41.2%) as Services. (See Appendix for description of survey methodology and list of Fourth Ward businesses.)

One of the distinctive features of Fourth Ward is the lack of warehousing and manufacturing uses that often are found to exist in many central city neighborhoods. The largest such operation currently is the City of Houston garage and maintenace facilities to the north of West Dallas Street on Gillette Street. To the south of Dallas Street there are no warehousing operations other than the auto storage facilities of the auto dealerships. There is only one manufacturing operation. It is located at 118 Oak Place and employs 30 persons. The manager indicates this business intends to move out within six months.

TABLE II

INDUSTRIAL COMPOSITION OF FOURTH WARD

	Number Responding	Percent of Total
Manufacturing	1	3.0%
Wholesale, Warehousing Distribution	0	0%
Services	14	41.2%
Retail Trade	17	50.0%
Contract Construction	1	2.9%
Real Estate	1	2.9%
Total	34	100.0%

Products and Services

There does not appear to be a significant concentration of one type of business or product and those represented are concentrated in the Retail Trade and service sectors. The product/service mix in the area reflects the fact that Fourth Ward businesses are predominantly neighborhood oriented. This is also reflected by the presence of small, independent grocery, drug, hair care/beauty, and liquor outlets as opposed to large franchise merchandisers and department stores.

Market Areas

Businesses in the Fourth Ward are predominantly local in nature. Nineteen (19) of the businesses interviewed indicated they serve a city wide market, while thirteen (13) indicated a neighborhood market. Only two firms indicated service to a regional market and none indicated a national or international market. Please see the following table.

TABLE III

MARKET AREAS SERVED BY FOURTH WARD BUSINESSES

Index	Number Responding	Percent of Total
Neighborhood	13	38.2%
City	19	55.9%
Regional	2	5.9%
National	-0-	-0-
International	-0-	-0-
Total	34	100.0%

Longevity of Businesses

Fourth Ward is recognized as one of the oldest communities in Houston and many of the businesses interviewed reflect this longevity. Table IV indicates that half of the businesses contacted have been in operation for more than ten years and twenty-five out of the thirty-four businesses have been in operation over four years. Interviews revealed that at least six of the sixteen businesses operating under the present owner for less than ten years, had previously been in operation in Fourth Ward either under a different owner or at a different location. No new business start-ups were identified in the interviews.

TABLE IV

BUSINESS LONGEVITY

Length of Time at Location	Number Responding	Percent of Total
Less than 1 year	3	8.8%
1 to 3 years	6	17.7%
4 to 10 years	18	52.9%
TOTAL	34	100.0%

Tenure of Fourth Ward Businesses

Even though the majority of businesses interviewed have been in continuous operation for more than ten years, a large number rent their facility rather than own. Twenty-two (22) out of the thrity-four (34) businesses contacted currently rent their facility. Please refer to Table V. Also, forty-one percent (41%) of the businesses contacted described the structural condition of their facility as good or excellent.

TABLE V

TENURE OF FOURTH WARD BUSINESSES

Index	Number Responding	Percent of Total
Own	12	35.3%
Lease	22	64.7%
Total	34	100.0%

Many of those interviewed were unable to provide an estimate of the size of their facility. Of those responding, the greater number were less than 5,000 square feet.

Employment by Businesses

A complete census of businesses was not conducted; therefore, an accurate count of employment was not obtained. The thirty-four businesses contacted reported a total of 460 persons employed at their Fourth Ward locations. Only five of the thirty-four businesses were found to have employees located outside Fourth Ward. Table VI identifies the size of the labor force employed at businesses in Fourth Ward.

TABLE VI

SIZE OF LABOR FORCE

Index	Number Responding	Percent of Total
1-5 Employees	21	61.8%
6-10 Employees	5	14.7%
11-20 Employees	3	8.8%
20-50 Employees	4	11.8%
Over 50 Employees	1	2.9%
Total	34	100.0%

While two of the larger employers were unable to estimate the number of employees living in Fourth Ward, only 50 out of the 460 workers were reported to live in the area.

Concerns of Area Businesses

Over seventy percent of the respondents said "none" when asked if their business had any special needs or problems. Six persons indicated parking or access. Street repair, garbage pickup, weed-filled vacant lots, and equipment needs were the other problems cited.

A slightly different attitude was expressed by respondents when asked about problems in general which may be harming businesses in Fourth Ward. While eleven (11) persons cited no overall problems, the most frequently mentioned problems were those related to crime. Fifteen persons said crime in general or some specific crime (vandalism, burglary, theft) was adversely affecting businesses.

Relocation Preferences

The survey sought to identify the long-term preference of businesses toward remaining in Fourth Ward through a redevelopment process. With 34 businesses responding, twenty-six businesses said yes when asked if they desire to remain in the area if a redevelopment plan is carried out. Seven respondants were uncertain about this question and one is already committed to relocating to a more spacious location. Comments received centered around the need to evaluate the impact of the redevelopment plan on their particular operation.

The survey also sought to determine the attitude of businesses toward actually moving from their current location to another location in Fourth Ward as part of a redevelopment plan. Responses to this question were more varied, with a greater number responding negatively than to the previous question. The majority of respondents said yes; however, many qualified their response, reserving the right to evaluate the impact of redevelopment on their individual businesses. Refer to the table on the following page.

TABLE VII

PREFERENCE FOR RELOCATION TO ANOTHER SITE IN FOURTH WARD

Index	Number Responding	Precent of Total
Yes	18	52.9%
No	8	23.5%
Uncertain	7	20.6%
No Response	1	3.0%
Total	34	100.0%

HOUSING

The majority of houses are small one-story wood-frame structures on cinder block foundations. Two-story structures are scattered throughout the neighborhood, most of these are quaduplexes.

Fourth Ward's housing stock has distinctive architectural styles which include shotgun houses, Victorian cottages and bungalows. A shotgun house, which is the most prevalent type of housing in Fourth

Ward, is a linear house on a linear lot. Some blocks in the neighborhood have fifteen or more shotgun houses on site. Another distinctive feature is that many of the houses in the community have front porches.

Census Data

Fourth Ward contains some of the oldest housing in Houston. The 1980 Census indicates that 47.9 percent of the neighborhood's housing stock was constructed prior to 1940. City-wide, only 8.4 percent of the housing stock is pre-1940. Since the 1980 Census, Fourth Ward has experienced a loss in residential units. Between 1980 and 1983, the number of units decreased from 2,556 to 2,393, a loss of 163-housing units, or 6.4 percent. Windshield surveys of Fourth Ward since 1983 indicate that the number of residential units continues to decrease.

According to the 1980 Census, 86.9 percent of the housing units are occupied. Census data also indicates that most of the housing, 71.2 percent, is single-family. Although the housing is predominately single-family, 95.4 percent of the units are renter-ocupied, with only 4.6 percent owner-occupied.

More than a quarter of the residential units in Fourth Ward, 25.9 percent, are overcrowded, having 1.01 or more persons per room. For the city as a whole, 7.7 percent of the housing units are overcrowded. Among the dwelling units, 2.5 percent lack complete plumbing facilities, which is slightly higher than the city norm of 1.2 percent.

Housing Value and Contract Rent

The average and median values of owner-occupied housing are below city norms. The same is true of average and median contract rents. In Fourth Ward, average and median values are close, reflecting a high level of homogeneity in the housing and rental markets. Table VIII identifies values and contract rents for Fourth Ward and for the city overall.

TABLE VIII

HOUSING VALUES AND CONTRACT RENTS

Index	Fourth Ward	Houston
Average Value of Housing	$31,466	$49,630
Average Contract Rent	73	244
Median Value of Housing	36,800	49,100
Median Contract Rent	77	256

Source: 1980 Census of Population and Housing, Bureau of the Census.

Condition of Housing

Housing conditions are generally poor. Only two (2) percent of the structures are in good condition. Almost ten (10) percent of the structures are in need of minor repair. These require either a complete paint job or the repair of steps and/or porches. Some housing units only require the replacement of window panes or screens. Over eighty (80) percent of the structures require more extensive work. Detailed information concerning the condition of housing is contained on the following table. This information is obtained from a housing survey conducted by Rice Center in May, 1983.

As the table indicates, forty-seven (47) percent of the residential structures are in need of major non-structural repair. Examples of such repairs include the replacement of roofing material, the replacement of siding, or door and/or window replacement. More than thirty (30) percent of the housing has major structural problems, mostly sagging roofs and/or sinking foundations. Unsound structures comprise five (5) percent of the neighborhood's housing stock. These are considered unsafe for occupancy, and include structures with extensive fire damage or caved in roofs, walls, or floors. Such structures are deemed in need of demolition.

TABLE IX

CONDITION OF STRUCTURES

Condition	Number of Units	%
Good	24	2.0
Minor	95	9.0
Major (Non-Strutural)	475	47.0
Major (Structural)	371	37.0
Unsound	47	5.0
Total	1,012	100.0%

Source: Housing Survey, Rice Center, May, 1983.

Home-ownership

The 1980 Census indicates that Fourth Ward, with 4.6 percent owner-occupancy (102 units), has the lowest level of home-ownership among Houston's low-moderate income areas. The majority of owner-occupied units are scattered throughout the portion of Fourth Ward between W. Dallas and W. Webster.

The ratio of owner-occupied units per block is extremely low. On most of the blocks in Fourth Ward, the number of owner-occupied units ranges from one (1) to three (3) per block. There are approximately twenty residential units per block in the neighborhood.

There are approximately eighty owner-occupied units in Fourth Ward. Information concerning the condition of these structures is available for only fifty-five of the units. This data is obtained from the City Planning Department's Survey of Housing, conducted in 1975.

The data indicates that owner-occupied structures are generally in better condition than structures in the neighborhood as a whole. While two percent of the owner-occupied units are in good condition, twenty-seven percent of the owner-occupied housing requires only minor repair. Seventy-one percent of the owner-occupied units require more extensive work. Thirty percent of these units require non-structural repair, while thirty-eight percent have structural problems.

The data indicates that owner-occupied structures are generally in better condition than structures in the neighborhood as a whole. While two percent of the owner-occupied units are in good condition, twenty-seven percent of the owner-occupied housing requires only minor repair. Seventy-one percent of the owner-occupied units require more extensive work. Thirty percent of these units require non-structural repair, while thirty-eight percent have structural problems.

Public Housing

Allen Parkway Village, a large public housing development, is located in the northwest section of Fourth Ward. This public housing complex was constructed in 1939. Allen Parkway Village is situated on thirty-seven acres of land. This development is comprised of 1000 units, making the largest public housing project in Houston. Among the 1000 units, approximately 500 apartments are used for residential purposes. Many of the unoccupied units are severely damaged and in need of extensive repair. Some of the units have been converted for use as a day care center.

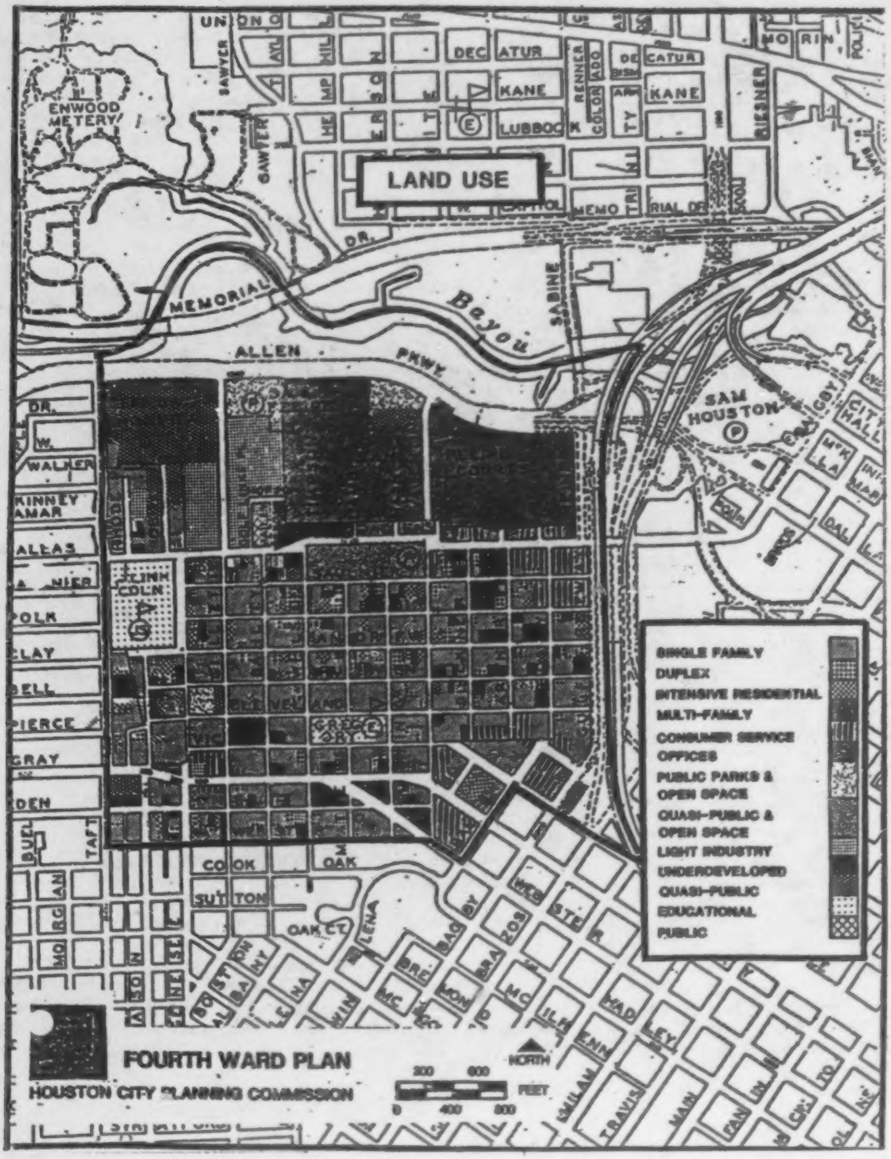
Most of the residents in Allen Parkway Village, 58.3 percent, are Vietnamese. Of the remaining residents, 33.1 percent are black, 6.6 percent are white, and 1.0 percent are Hispanic.

LAND USE

Fourth Ward's land use pattern is highly mixed, with residential, commercial and undeveloped parcels interspersed throughout the neighborhood. (See the Land Use map on the next page.) The majority of residential development is in the form of single-family units. The remaining residential structures are comprised of duplexes, quaduplexes, and multi-family units. Most of the multi-family development is contained in small complexes of less than ten (10) units; however, Allen Parkway Village is the exception.

Commercial development primarily consists of retail enterprises and eating and drinking establishments. Commercial activities are concentrated along major thoroughfares such as W. Dallas, W. Gray, and Bagby streets. Industrial concerns range from small to mid-size operations, and include a warehosue, storage facilities for a construction company, a sign manufacturing company and the City of Houston's garage and street repair facilities. Jefferson Davis Hospital, the administration building for the Harris County Hospital District, and a fire station comprise public land use in Fourth Ward.

There are three parks, two schools, two cemeteries, and sixteen churches in the neighborhood. Undeveloped tracts of land are scattered throughout the neighborhood; most are small to mid-size parcels. (See Appendix for the Land Use Table and Land Use Classification System.)


LAND USE
ENWOOD METERY
UNION
SAWYER
DECATUR
KANE
LUBBOCK
CAPITOL
MEMORIAL DR.
RIESNER
MORIN
MEMORIAL
Bayou
ALLEN PKWY.
SABINE
SAM HOUSTON
CITY HALL
DR.
W.
WALKER
KINNEY
AMAR
ALLAS
LINCOLN
POLK
CLAY
BELL
PIERCE
GRAY
DEN
TAFT
ANDREWS
CLEVELAND
GREGORY
WEST
COOK
OAK
SUTTON
OAK CT.
LENA
WEBSTER
MILAM
TRAVIS
MAIN
FANNIN
SINGLE FAMILY
DUPLEX
INTENSIVE RESIDENTIAL
MULTI-FAMILY
CONSUMER SERVICE
OFFICES
PUBLIC PARKS & OPEN SPACE
QUASI-PUBLIC & OPEN SPACE
LIGHT INDUSTRY
UNDERDEVELOPED
QUASI-PUBLIC
EDUCATIONAL
PUBLIC
FOURTH WARD PLAN
HOUSTON CITY PLANNING COMMISSION
NORTH
200
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FEET
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UTILITIES

Water

Fourth Ward's water supply is obtained from surface water sources. Water mains in the neighborhood range in size from 3/4 inches in diameter to twenty-four inches in diameter. During 1976-1977, the Department of Public Works established a policy of installing water mains no less than six inches in diameter for residential development, and no less than eight inches in diameter for commercial and industrial development. More than a quarter (28.4%) of the water mains in Fourth Ward are two inches in diameter, these are dispersed throughout residential sections. Among the remaining water mains, 37.2 percent are eight inches in diameter, while only 6.4 percent are six inches in diameter.

Since 1975, two water mains have been placed in Fourth Ward. The map on the following page shows the locations of the improvements and the sizes of pipes installed.

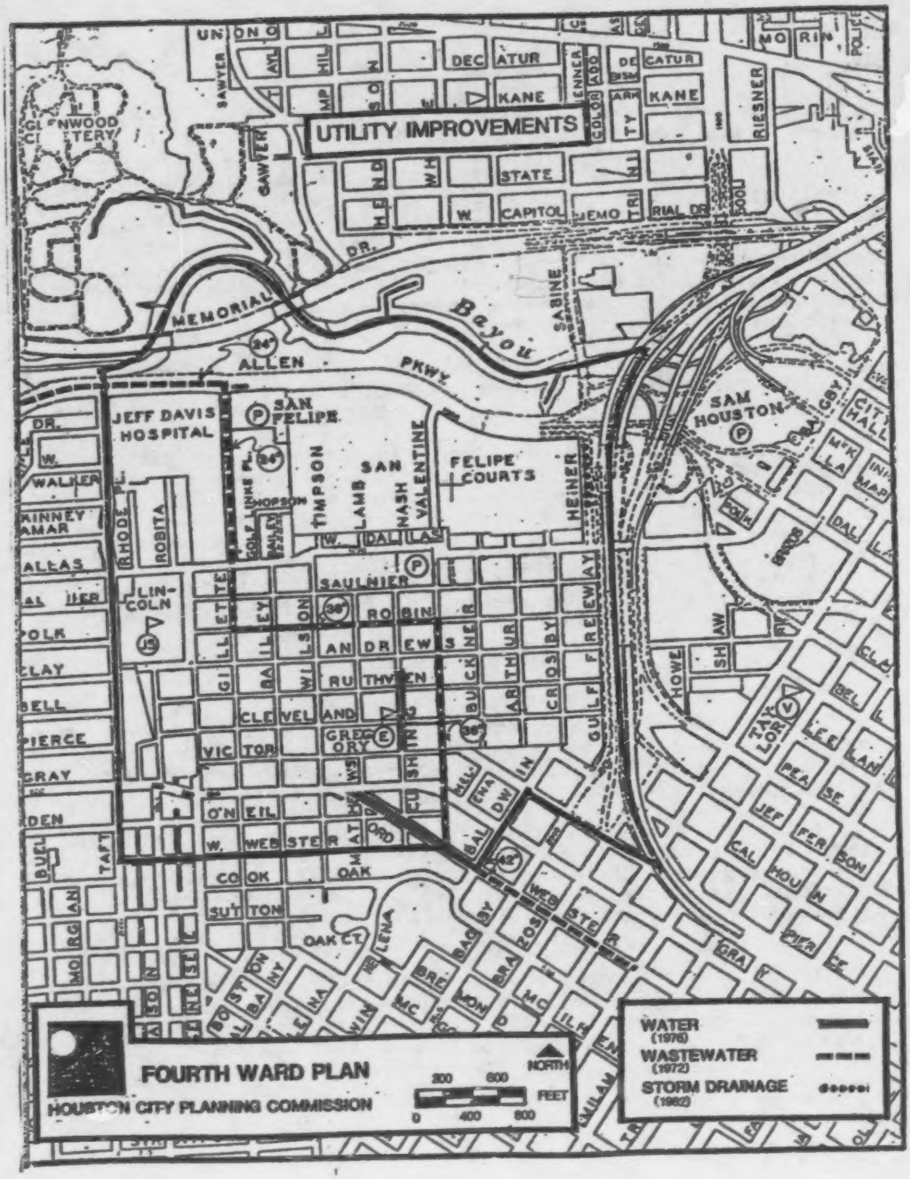
Turner, Collie, and Braden Consulting Engineers recommends that a thirty-inch line be installed on Allen Parkway between the Gulf Freeway and Waugh Drive. The firm also recommends that a forty-two inch line be installed on W. Gray, from Gulf Freeway to Montrose Boulevard. Both recommendations are part of Turner, Collie, and Braden's Comprehensive Study of Houston's Municipal Water System (March, 1983). As of this writing, there is no firm date for either improvement. Both will be included in the City's Capital Improvement Program in the future.

Wastewater

Fourth Ward is part of both the Northside/69th Street Sewer District and the Almeda Sims Sewer District. While the Northside/69th Street Sewer Plant is operating below capacity, the Almeda Sims Treatment Plant is currently operating above capacity.

Wastewater lines in the neighborhood range in size from six inches to thirty-six inches in diameter. Most of the wastewater lines, 54.4 percent, are eight-inches in diameter. The Public Works Department has adopted a city-wide policy of installing or replacing wastewater lines with pipes that are no less than eight inches in diameter.

Since 1975, Fourth Ward's wastewater system has not received any improvements. However, in 1972, wastewater pipes were replaced in sections of the neighborhood. The map on page identifies the locations of the improvements, as well as the sizes of pipes installed.


UTILITY IMPROVEMENTS
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HOUSTON CITY PLANNING COMMISSION
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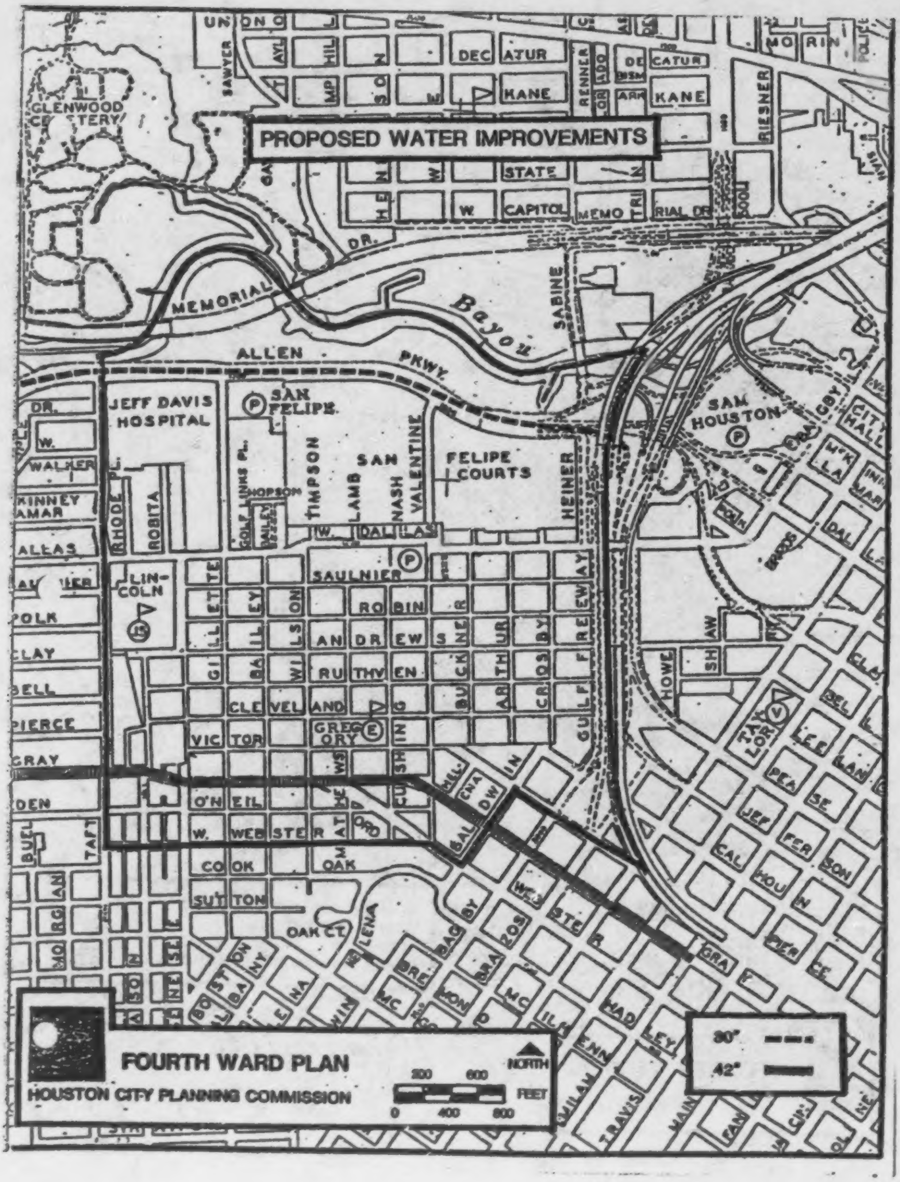
WATER (1976)
WASTEWATER (1972)
STORM DRAINAGE (1982)
MEMORIAL DR.
Bayou
ALLEN PKWY
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
GLENWOOD CEMETERY
LINCOLN
DECATUR
KANE
STATE
W. CAPITOL
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
GREGORY
VICTOR
O'NEIL
W. WEBSTER
COOK
SUTTON
OAK CT.
GULF FREEWAY
TIMPSON
LAMB
NASH
VALENTINE
HEINER
SABINE
WEBSTER
24"
36"
42"



PROPOSED WATER IMPROVEMENTS

FOURTH WARD PLAN

HOUSTON CITY PLANNING COMMISSION

GLENWOOD CEMETERY
MEMORIAL DR.
Bayou
ALLEN PKWY.
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAN HOUSTON
CITY HALL
DECATUR
KANE
STATE
CAPITOL
SABINE
HEINER
TIMPSON
LAMB
NASH
VALENTINE
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
GREGORY
VICTOR
O'NEIL
W. WEBSTER
COOK
OAK
SUTTON
OAK CT.
LINCOLN
GULF FREEWAY
WALKER
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SHAW
TAYLOR
WEBSTER
JEFFERSON
CALHOUN
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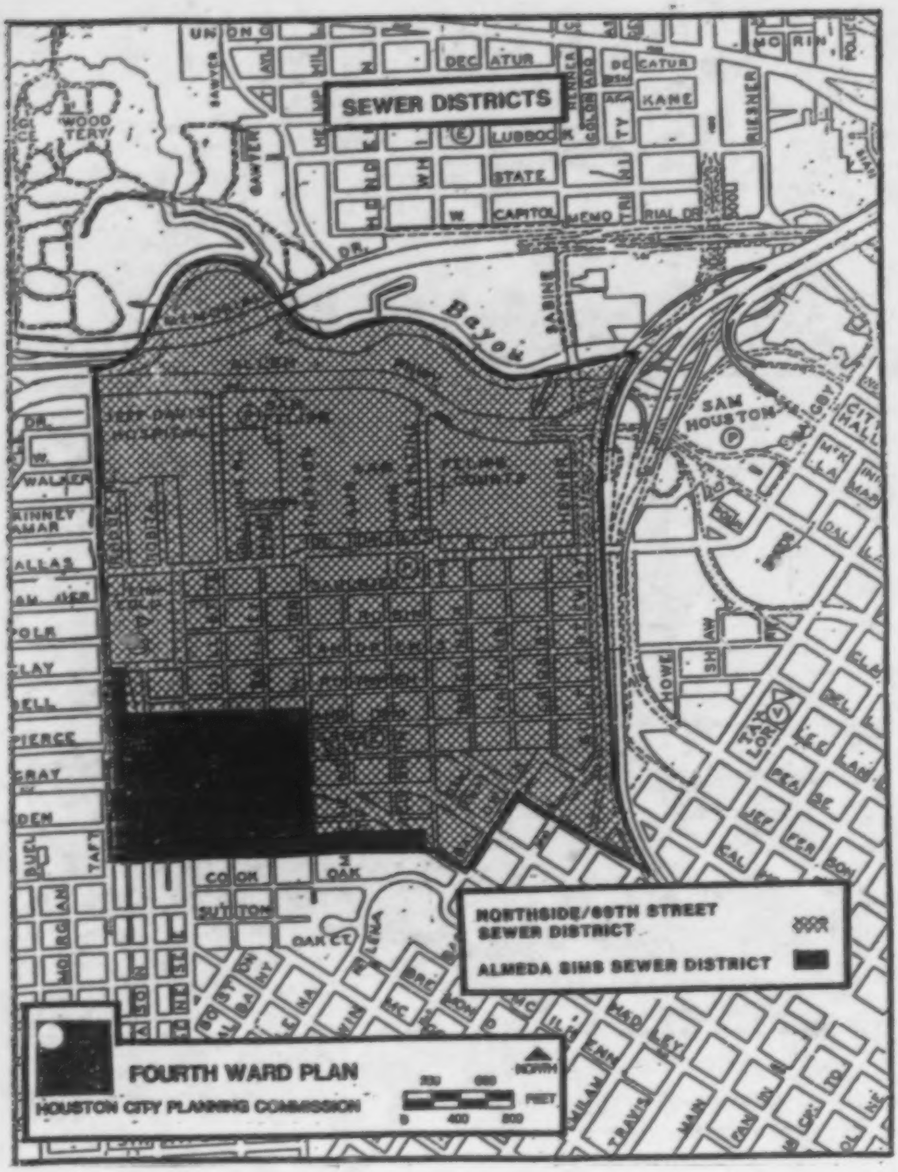
SEWER DISTRICTS
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DECATUR
KANE
LUBBOCK
STATE
W. CAPITOL
MEMORIAL DR
SAWYER
SABINE
Bayou
ALLEN
SAM HOUSTON
CITY HALL
WALKER
McKINNEY
LAMAR
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
TAFT
COOK
OAK
SUTTON
OAK CT.
HOWE
SHAW
TAYLOR
MORGAN
MILAM
TRAVIS
MAIN
NORTHSIDE/69TH STREET SEWER DISTRICT ▨
ALMEDA SIMS SEWER DISTRICT ■
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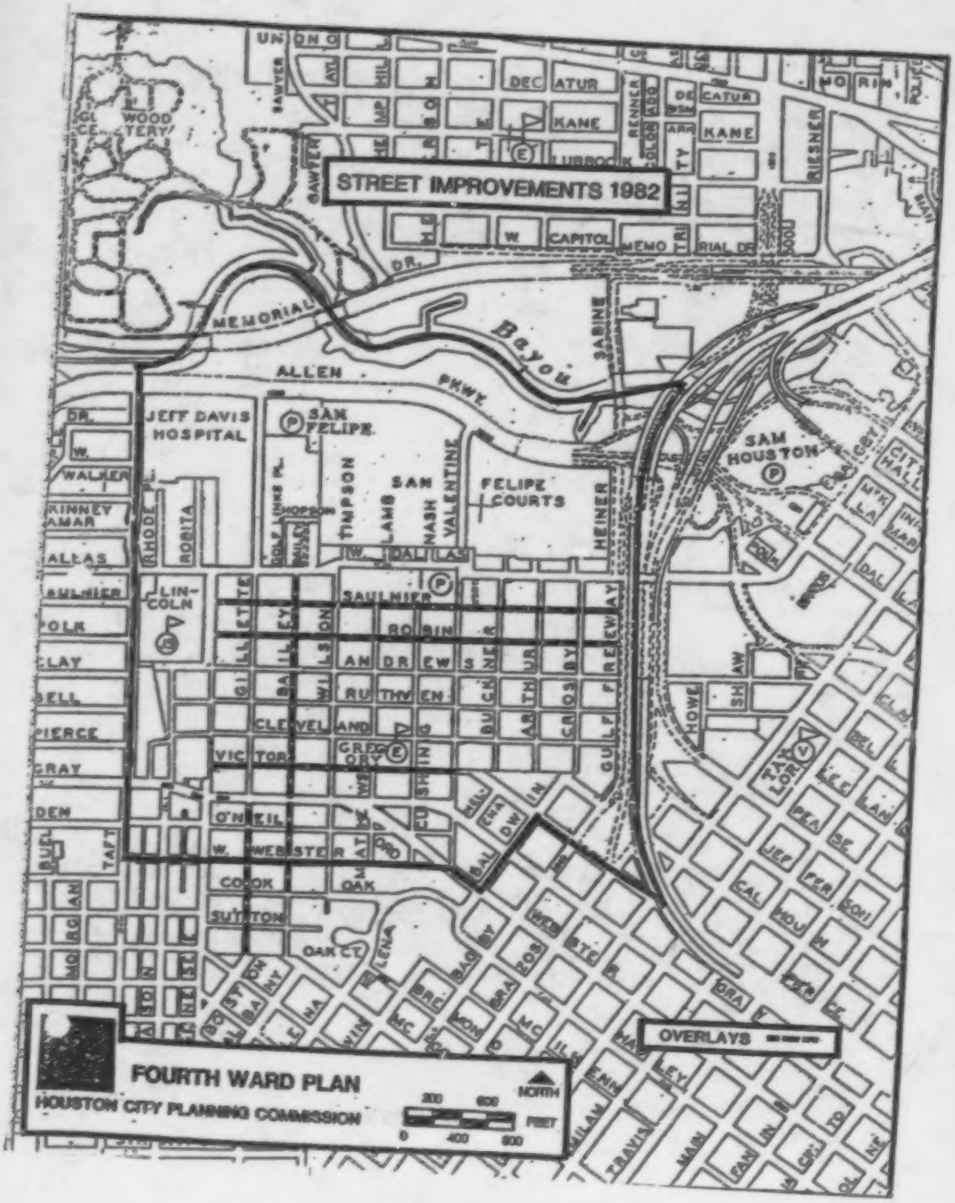
STREET IMPROVEMENTS 1982
FOURTH WARD PLAN
HOUSTON CITY PLANNING COMMISSION
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MEMORIAL DR.
ALLEN PKWY.
Bayou
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
LINCOLN
WOOD CEMETERY
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
GREGORY
VICTOR
O'NEIL
W. WEBSTER
COOK
SUTTON
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GULF FREEWAY
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SABINE
DECATUR
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W. CAPITOL
WALKER
DALLAS
POLK
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GRAY
TAFT
TAYLOR
HOWE

Storm Drainage

Fourth Ward is located in the Upper Buffalo Bayou watershed. Storm sewers comprise 75.4 percent of the drainage system; 23.6 percent of the area lacks drainage improvements; and, one percent of the area is drained by open ditches.

In 1982, a section of storm sewer was replaced on Heiner. An eighteen-inch pipe was replaced by a pipe twenty-four inches in diameter. In 1982 and in 1984, sections of Fourth Ward's storm drainage systems were cleaned and flushed as part of a preventive maintenance program of the Public Works Department.

CIRCULATION

Fourth Ward's street system is laid in a grid pattern. East-west major-thoroughfares are Allen Parkway, W. Dallas, and W. Gray. These streets provide access to and from the downtown area. According to Traffic and Transportation Department, during a twenty-four hour period, Monday thru Friday, 25,574 vehicles travel on Allen Parkway; 8,961 vehicles travel on W. Dallas; and, 7,311 vehicles travel on W. Gray.

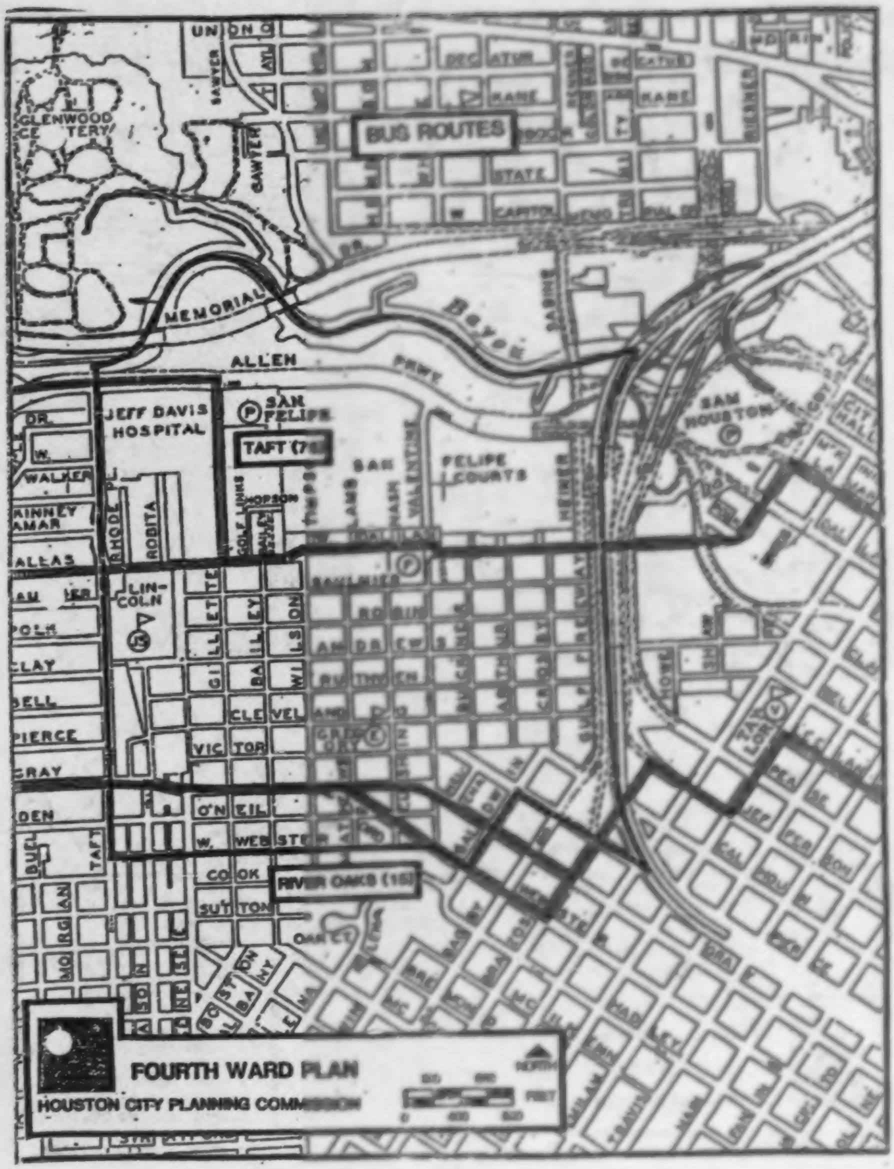
Fourth Ward does not have any major thoroughfares that extend in a north-south direction. One collector street, Taft, extends in a north-south direction.

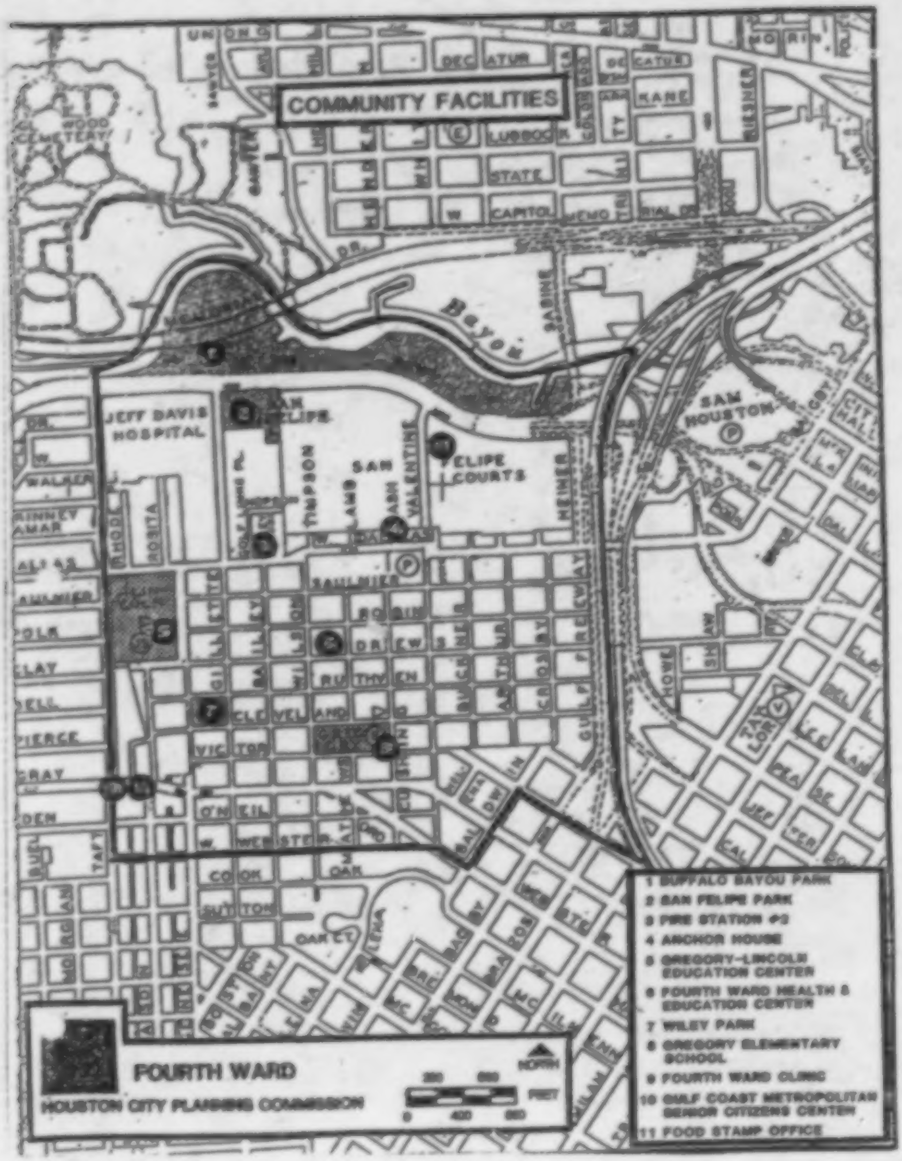
Circulation is a problem in the neighborhood because 60.3 percent of the residential streets are narrower than twenty-seven feet wide.2 The Traffic and Transportation Department recommends that local residential streets be at least twenty-seven feet wide. Parking is also a problem since the majority of streets, 73.1 percent, are not wide enough to support parking on both sides, along with a lane of moving traffic. Because of their width, travel of six residential streets has been designated one-way.3 Only 13.4 percent on the streets are in good condition, 57.7 percent are in fair condition, and 18.8 are in poor condition.4

During 1982, sections of five streets in the neighborhood were resurfaced with asphalt. (See the following map.) Additional street improvements are scheduled for Fourth Ward. (See map on page 27). All of the streets, with the exception of W. Dallas, will be resurfaced with asphalt. The section of W. Dallas between Heiner and Taft, is being widened from thirty-six feet (three lanes of traffic) to forty-four feet (four lanes of traffic).

Public Transportation

Fourth Ward is served by two bus routes, both of which operate in an east-west direction. (See the map on page 22). Neither route provides intra-neighborhood mobility for residents. However, resi-


BUS ROUTES
TAFT (78)
RIVER OAKS (15)
FOURTH WARD PLAN
HOUSTON CITY PLANNING COMMISSION
NORTH
FEET
GLENWOOD CEMETERY
MEMORIAL
ALLEN PKWY
Bayou
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
LINCOLN
SAM HOUSTON
CITY HALL
DECATUR
KANE
STATE
CAPITOL
SAWYER
SABINE
VALENTINE
HEINER
WALKER
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
VICTOR
O'NEIL
W. WEBSTER
COOK
SUTTON
CLEVELAND
GILLETTE
BAILEY
WILSON
ROBIN
HOWE
TAYLOR
JEFFERSON
TRAVIS
MAIN


COMMUNITY FACILITIES
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
Bayou
GULF FREEWAY
FOURTH WARD
HOUSTON CITY PLANNING COMMISSION
NORTH
200 600
0 400 800
FEET
1 BUFFALO BAYOU PARK
2 SAN FELIPE PARK
3 FIRE STATION #2
4 ANCHOR HOUSE
5 GREGORY-LINCOLN EDUCATION CENTER
6 FOURTH WARD HEALTH & EDUCATION CENTER
7 WILEY PARK
8 GREGORY ELEMENTARY SCHOOL
9 FOURTH WARD CLINIC
10 GULF COAST METROPOLITAN SENIOR CITIZENS CENTER
11 FOOD STAMP OFFICE

dents do have good access to the downtown area, where most bus routes converge.

According to the 1980 Census, 31.2 percent of the workers in the community use public transportation to get to work. More than half of the occupied housing units, or 58.9 percent, lack an available automobile.

Community Facilities

Public and private agencies disperse a variety of services within the Fourth Ward. These agencies are housed in community facilities located throughout the neighbohrood. (See the following map.)

There are two public schools in the neighborhood, Gregory Elementary, closed in 1980, and Gregory-Lincoln Education Center (kindergarten through eighth grade.) Fourth Ward has 23.1 acres of recreational space in the form of three parks. Buffalo Bayou Park (19.5 acres) is the largest, the smallest is Wiley Park (one acre).

Jefferson Davis Hospital, located in Fourth Ward, offers medical services and preventive health care. Also part of the community is Fourth Ward clinic, which provides a number of health care services including, obstetrics, well-baby care, optometry, podiatry, treatment for hypertension, dental care, and immunization.

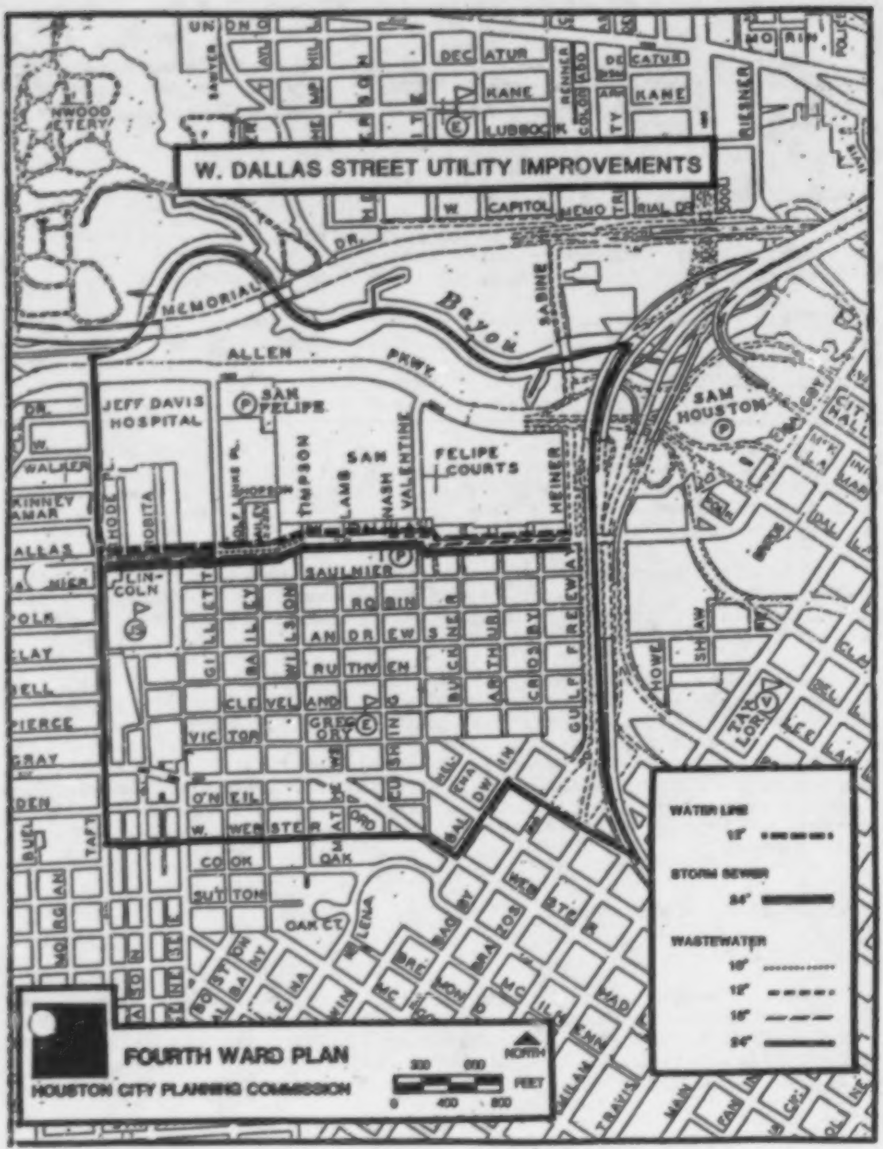
Police protection for the neighborhood is provided by the Central Police Station, at 61 Riesner in the First and Sixth Wards area. Fire protection is provided by Fire Station #2, which is located in Fourth Ward at 1500 W. Dallas.

Anchor House operates a thrift shop and offers programs for both senior citizens and area youth. In addition, youth services are also sponsored through the Fourth Ward Health and Education Center. Gulf Coast Metropolitan Senior Citizens Services operates a center for senior citizens, and the major service offered is a nutrition program. The center is housed in the Fourth Ward Clinic. Fourth Ward also has a part-time issuing office for food stamps, which is located in Allen Parkway Village. Food stamps are distributed on the second Thursday of each month.

EXPENDITURE OF PUBLIC FUNDS

Completed Projects

Fourth Ward, which is part of Community Development Target Area 20 (Montrose/Fourth Ward), has received Community Development Block Grant funding for several projects. The projects included the renovation of Allen Parkway Village Day Care Center ($181,875 - completed in 1978); construction of sidewalks around Gregory Elementary School


W. DALLAS STREET UTILITY IMPROVEMENTS

WATER LINE
12"
STORM SEWER
24"
WASTEWATER
10"
12"
15"
24"
FOURTH WARD PLAN
HOUSTON CITY PLANNING COMMISSION
NORTH
FEET
0
200
400
600
800
MEMORIAL DR.
Bayou
ALLEN PKWY.
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
LINCOLN
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
VICTOR
GREGORY
O'NEIL
W. WEBSTER
COOK
OAK
SUTTON
OAK CT.
GULF FREEWAY
DECATUR
KANE
LUBBOCK
W. CAPITOL
MEMORIAL DR.
SABINE
TAFT
TRAVIS
MAIN

($5,865 - completed in 1981); and, street paving ($106,000 - completed in 1982). (See "Circulation.")

The replacement of water mains, wastewater sewers and a section of storm sewer was financed through the City's Capital Improvement Program. (See "Utilities.") However, information is not available concerning the cost of these improvements.

The Community Development Division contracted with the Houston Lighting and Power Company to install two overhead street lights in a section of the neighborhood. The lights have been installed on Valentine Street, between Allen Parkway and W. Dallas, at a cost of $116.

A section of Buffalo Bayou, which is the northern boundary of Fourth Ward, has been improved through the Buffalo Bayou Demonstration Project. The project covered the portion of Buffalo Bayou from the Sabine Street Bridge to a point approximately 2,000 feet to the west, where Memorial Drive first crosses the bayou. In addition to landscaping and flood control measures, a submersible concrete dock was constructed for launching boats. Also, hike and bike trails were widened. The project cost $1.5 million and was funded by park bond funds and a grant form the Wortham Foundation.

Current Projects

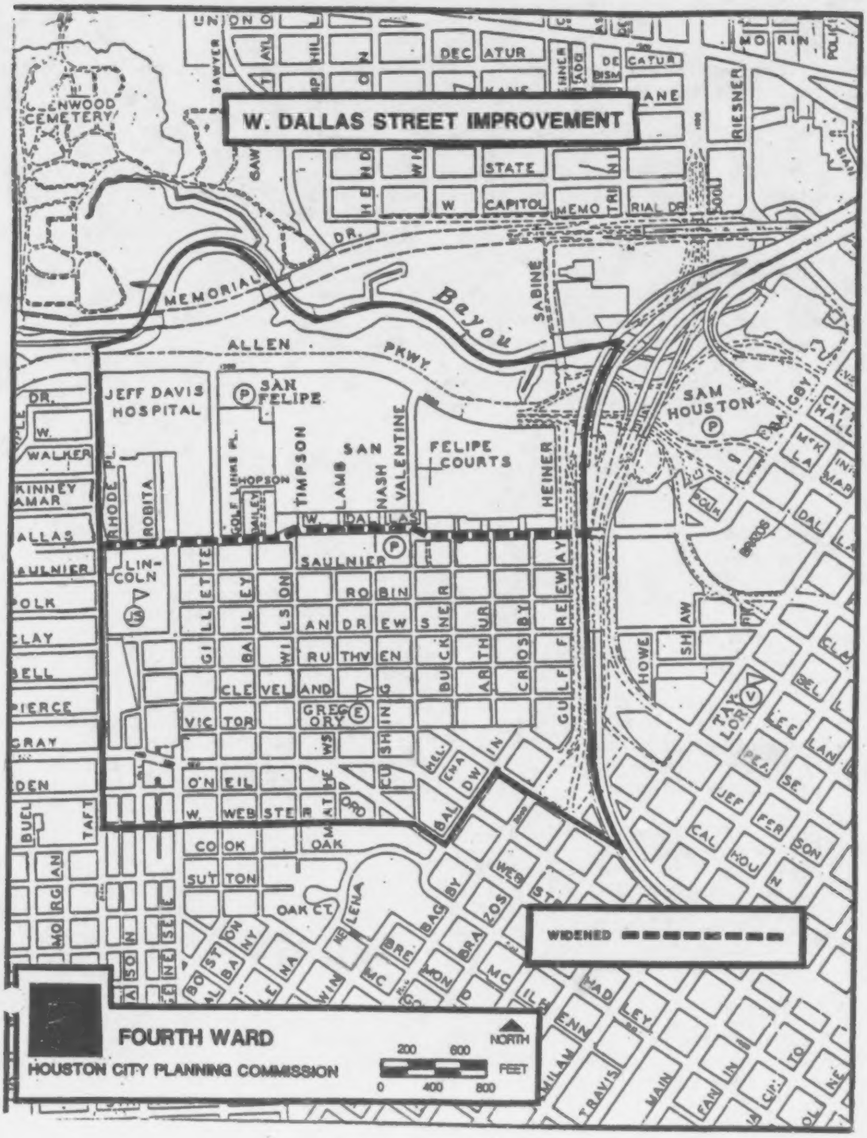
The section of W. Dallas between Heiner and Taft is currently being improved through the construction of a forty-four foot concrete roadway. (See the following map) The project will cost $2,101,338 and is being funded by the Street and Bridge Bond Fund. The project, which began in September 1984, is scheduled to be completed by March 1986.

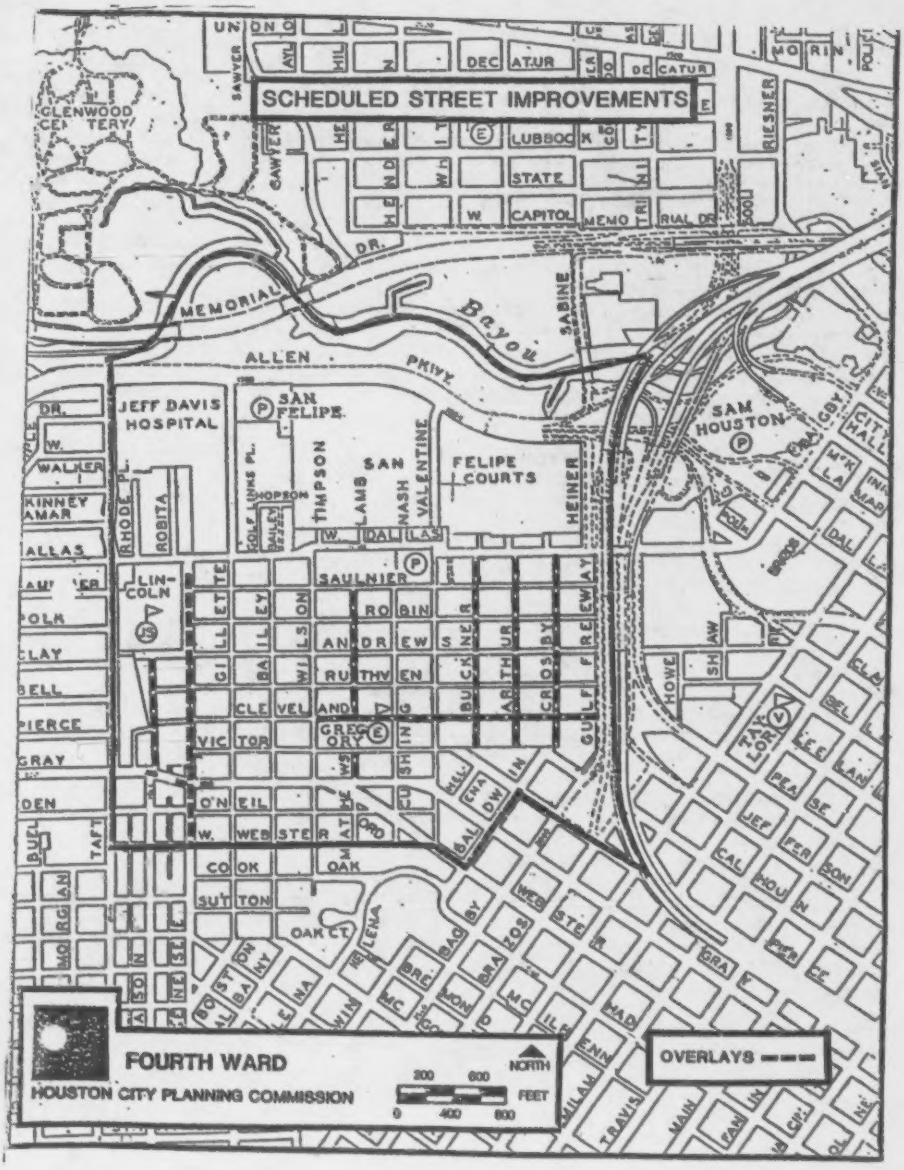
Utilities on W. Dallas have been upgraded as part of this street widening project. A twelve-inch water line has replaced the existing six and eight-inch lines. The existing eighteen-inch storm sewer has been replaced with a twenty-four inch line.

The existing eight-inch wastewater sewer has been replaced by lines that range from ten inches to twenty-four inches in diameter. A twenty-four inch wastewater line has been installed between Taft and Gillette, a ten-inch line between Gillette and Timpson, a twelve-inch line between Nash and Valentine, and a fifteen-inch sewer line between Valentine and Heiner.

Scheduled Projects

The Community Development Division plans to resurface sections of seven streets in the Fourth Ward. (See the map on p. 29) Work is scheduled to begin during the latter part of 1985.


W. DALLAS STREET IMPROVEMENT
WIDENED
FOURTH WARD
HOUSTON CITY PLANNING COMMISSION
NORTH
0 200 400 600 800
FEET
GLENWOOD CEMETERY
MEMORIAL DR.
ALLEN PKWY.
Bayou
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
W. DALLAS
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
GREGORY
VICTOR
O'NEIL
W. WEBSTER
COOK
OAK
SUTTON
OAK CT.
LINCOLN
TIMPSON
LAMB
NASH
VALENTINE
HEINER
SABINE
GILLETTE
BAILEY
WILSON
CUSHING
BUCKNER
ARTHUR
CROSBY
GULF FREEWAY
TAYLOR
HOWE
SHAW
DECATUR
KANE
STATE
W CAPITOL
MEMORIAL DR
RIESNER
WALKER
McKINNEY
LAMAR
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
WEBSTER
JEFFERSON
CALHOUN
BAGBY
BRAZOS
MILAM
TRAVIS
MAIN
FANNIN
CITY HALL


SCHEDULED STREET IMPROVEMENTS
FOURTH WARD
HOUSTON CITY PLANNING COMMISSION
NORTH
200 600
0 400 800
FEET
OVERLAYS
GLENWOOD CEMETERY
MEMORIAL DR.
Bayou
ALLEN PKWY.
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
CITY HALL
LINCOLN
SAULNIER
ROBIN
ANDREW
RUTHVEN
CLEVELAND
GREGORY
VICTOR
O'NEIL
W. WEBSTER
COOK
OAK
SUTTON
OAK CT.
DECATUR
LUBBOCK
STATE
W. CAPITOL
MEMORIAL DR.
SABINE
HEINER
TIMPSON
LAMB
NASH
VALENTINE
W. DALLAS
GILLETTE
BAILEY
WILSON
BUCKNER
ARTHUR
CROSBY
GULF FREEWAY
HOWE
SHAW
TAYLOR
BAGBY
BRAZOS
SMITH
LOUISIANA
MILAM
TRAVIS
MAIN
FANNIN
GRAY
WEBSTER
JEFFERSON
CALHOUN
PIERCE
WALKER
MCKINNEY
LAMAR
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
TAFT
RIESNER
SAWYER

Neighborhood Dynamics

Fourth Ward is a very cohesive community. A high level of resident interaction takes place in the neighborhood through community facilities, area churches, and local organizations. These organizations are: The Fourth Ward Neighborhood Council, Freedmen's Town Association, the Ministerial Alliance, and Allen Parkway Village Resident Council. Several of the organizations have developed proposals that are aimed at improving conditions in the neighborhood.

Fourth Ward Neighborhood Council has submitted a proposal to improve housing, develop a community center, and preserve an historically valuable artefact. The council's proposal solicits funding to initiate a pilot project for housing rehabilitation in the section bounded by W. Dallas, Andrews, Gillete, and Genesee streets. Gregory Elementary School, closed since 1980, would be converted to a multi-service center for use by residents. As for historic preservation, Andrews Street, the only completely bricked street still remaining, would be preserved in its present state.

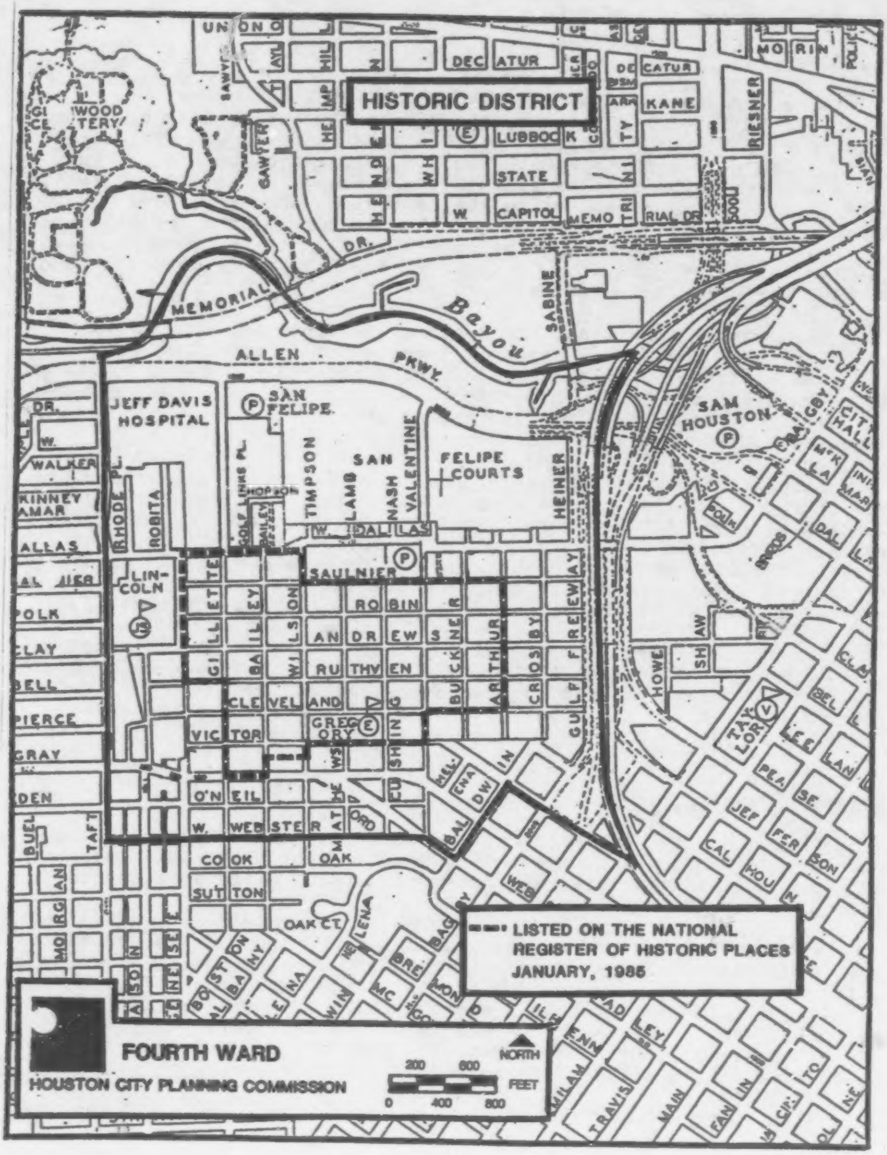
Freedmen's Town Association, instrumental in having a forty-block area in Fourth Ward declared an historic district, has also submitted a proposal to convert Gregory Elementary School into a multi-service center. (See the following map for the historic district.) The association proposes that the school be converted to a multi-service center with space for a museum, library and archives, a kitchen and cafeteria, a day care center, and classrooms for GED, etc.

The Ministerial Alliance is an organization of eleven pastors representing various Fourth Ward churches. The alliance, in conjunction with Freedmen's Town Association and Allen Parkway Village Resident Council has proposed a number of improvements for the neighborhood. These proposed improvements cover housing rehabilitation, economic development, expanding social services, and upgrading utilities and parks.

In addition to working with other local organizations to improve Fourth Ward, the Allen Parkway Village Resident Council acts as a liaison between tenants and the Housing Authority. The council works to resolve issues of concern to both groups.

Fourth Ward is a neighborhood that has been slowly undergoing change. The population, still predominantly black, is more triethnic. The amount of vacant land has increased, while the number of residential units has decreased. Also increasing has been the conversion of land to new uses.

A combination of forces will impact on the future existence of the neighborhood. They are discussed in the sections that follow.


HISTORIC DISTRICT
LISTED ON THE NATIONAL REGISTER OF HISTORIC PLACES JANUARY, 1985
FOURTH WARD
HOUSTON CITY PLANNING COMMISSION
NORTH
200 600
0 400 800
FEET
MEMORIAL DR.
Bayou
ALLEN PKWY.
JEFF DAVIS HOSPITAL
SAN FELIPE
SAN FELIPE COURTS
SAM HOUSTON
LINCOLN
SAULNIER
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
VICTOR
GREGORY
O'NEIL
W. WEBSTER
GILLETTE
BAILEY
WILSON
BUCKNER
ARTHUR
CROSBY
GULF FREEWAY
W. DALLAS
TIMPSON
LAMB
NASH
VALENTINE
HEINER
SABINE
DECATUR
LUBBOCK
STATE
W. CAPITOL
KANE
CITY HALL
MILAM
TRAVIS
MAIN
FANNIN
OAK
OAK CT.
COOK
SUTTON
TAFT
WALKER
LAMAR
DALLAS
POLK
CLAY
BELL
PIERCE
GRAY
ELGIN

GENERAL DESCRIPTION AND TRENDS

Allen Parkway Village

Allen Parkway Village is the largest public housing complex in Houston. It is administered by the Housing Authority City of Houston. This public housing complex, which covers thirty seven (37) acres of land, is a gateway into Fourth Ward, visible from both Allen Parkway and W. Dallas. The complex faces Allen Parkway, a visually attractive artery that provides access to the Central Business District (CBD). Allen Parkway Village is regarded as an anchor for the neighborhood, because it comprises a large parcel of land in the extreme northeast quadrant of the community. It is in fact the largest parcel under single ownership in Fourth Ward.

On November 15, 1983, the Board of the Houston Housing Authority voted to demolish Allen Parkway Village and make the land available for sale or lease. This decision will likely give impetus to changes in the rest of the neighborhood, which are at present slow and piecemeal. The removal of this public housing complex will probably make the Fourth Ward more attractive for redevelopment.

Allen Parkway Village sits on a large piece of real estate. It is under one ownership, the Housing Authority. It is strategically located adjacent to the Central Business District (CBD). And, it is easily accessible to major thoroughfares and an interstate highway, IH-45. The land occupied by this public housing complex is considered prime real estate because of its location next to the CBD and its good access to several of the city's major transportation arteries.

However, the decision to sell Allen Parkway Village does not rest solely with the Housing Authority. The Department of Housing and Urban Development has to agree to the sale, because the Federal Government financed the construction of Allen Parkway Village and has funded maintenance for the project over the years.

Absentee Ownership

The majority of residential property is owned by people who do not live in Fourth Ward. The 1980 Census reports that 4.6 percent of the residential structures are owner-occupied, while 95.4 percent of the units are absentee-owned.

Ownership is scattered among a variety of individuals, families, and companies. In the case of residential property, some units acquired years ago have remained under the ownership of the same family. It is estimated that approximately 350 families own property in Fourth Ward. A number of these families have owned the same piece of property for about fifty years. Most of the property owned by these families is occupied by housing.

With over 90 percent of the housing in the hands of absentee-owners, Fouth Ward residents have little control over how residential property is used. Without control over the land, present residents face the possibility of having to move from Fourth Ward, as the neighborhood becomes more attractive for redevelopment.

Wastewater Capacity

Prior to November, 1983, Fourth Ward had been part of a restricted service area for sewer connections, which limited new construction for commercial development to 15,000 square feet per acre; for multi-family development, to seven dwelling units per acre; and, for single-family development, to five dwelling units per acre. In November, sewer restrictions were lifted in most of Fourth Ward, as a result of increased sewer capacity provided by the Northside/69th Street Wastewater Collection System. The resulting increase in sewer capacity accelerates redevelopment pressures on Fourth Ward.

Wastewater restrictions are still in effect in the portion of Fourth Ward served by the Almeda Sims Wastewater Collection System. (see map, page 19). This section of the neighborhood is still restricted to low density development. Work on expansion of treatment plant facilities is projected to begin during the latter part of 1984. Plant improvements will probably take two to three years.

New construction is currently permitted in a restricted service area if the project involves the development of a public installation such as a fire station, police station, public education facility, or health care facility. New residential construction is also permitted, if it will not increase the amount of utility service required within the restricted service area.

Development Ordinance

City of Houston Ordinance 82-1010, the Development Ordinance, establishes rules, regulations, procedures and design standards for developing or redeveloping property within the city limits. The ordinance ensures that new construction has sufficient building set-back lines, a minimum of 10 feet on local streets and a maximum of 15 feet on major thoroughfares. It also requires that local streets have a minimum of sixty (60) feet of right-of-way and that major thoroughfares have a minimum of one hundred (100) feet of right-of-way.

Fourth Ward falls far short of the requirement for building set-back, as well as street right-of-way. Many of the houses are less than ten feet from the street and the majority of streets have only 30 feet of right-of-way. The lack of sufficient building set-back and street right-of-way throughout Fourth Ward guarantees that the Development Ordinance will have a substantial effect on land configurations in the redevelopment process.

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Land Values

At present, the price of land varies throughout Fourth Ward. The City of Houston recently purchased several parcels of land in the northern section of Fourth Ward; the prices ranged from $5 to $7 per square foot, the current fair market value of the property. In other transactions, the price of land ranged from $8 to $15 square foot.

These prices, while high, are still far below land costs in Fourth Ward's neighboring area, the Central Business District. The result is that cheaper prices make Fourth Ward more attractive for land acquisition.

As a result of the 1982 tax re-evaluation program, property taxes have increased, while rental payments have remained low. The increasing value of the land, coupled with the current tax level and low rents, will encourage many owners to sell their property. If taxes continue to increase, many owners will probably sell, rather than hold on to property that does not provide a profitable return on their investment. As property is sold, the area's redevelopment will become more of a reality, because the high value of the land will likely dictate uses that are radically different from present uses.

Condition of Infrastructure

Fourth Ward's system of utilities is old and in need of replacement. (See "Utilities," page 16). Because of the level of deterioration, Fourth Ward's utilities would not be able to support redevelopment activities. In their present condition, the utilities are an obstacle to the area's redevelopment.

Most of the residential streets in Fourth Ward are less than the recommended standard. (See "Circulation," page 20). Some are so narrow that they have been designated one-way streets. The existing system hinders the potential for redevelopment because of the width of streets does not allow for heavy vehicular traffic or ease of traffic flow. Also, the network of streets is designed around small residential blocks, which would not easily support large projects. Any redevelopment plan for the area will have to address the need for large outlays for infrastructure improvements.

Population

Fourth Ward's population has become multi-ethnic while remaining predominately black. Youth and elderly continue to dominate the neighborhood's population, ensuring that the demand for special programs and/or services will remain high.

The majority of residents are renters, poorly educated and unskilled, with incomes below the poverty level. The economic status of residents restricts their involvement in the neighborhood's redevelopment. In fact, as redevelopment pressures increase, many residents will probably be forced to move as housing in Fourth Ward becomes unavailable or unaffordable.

Social Patterns

Fourth Ward is a cohesive neighborhood. Local organizations, informal gatherings, and activity centers contribute to a cohesive pattern of social interaction in the neighborhood.

Fourth Ward's social pattern would be altered by redevelopment. Narrow streets and houses with porches contribute to informal gatherings. Redevelopment would remove a number of houses and discourage pedestrian activity. The redevelopment process would likely affect the continued existence of community activity centers in Fourth Ward.

OUTLOOK

Fourth Ward is an area in transition, the result of internal and external forces that will ultimately affect the continued existence of the neighborhood as an intact residential community. Fourth Ward's population, housing, and land use will probably change as a result of these forces.

The Harris County Hospital District has announced plans to sell Jefferson Davis Hospital. Since the Board of the Housing Authority voted, on November 15, 1983, to demolish Allen Parkway Village and lease the land, the rate of change will probably accelerate. The sale of both facilities would make approximately fifty (50) acres of land with direct access to the Central Business District, available for redevelopment. These sales would further accelerate redevelopment pressures on the rest of the neighborhood, opening Fourth Ward to increased activity from the development community.

If Fourth Ward is redeveloped, it will probably occur in phases. The decision by the Housing Authority to lease the Allen Parkway Village site will likely accelerate redevelopment pressures on adjacent tracts of land.

Pressures will probably increase on parcels of land between Allen Parkway Village and W. Dallas. Redevelopment pressures will also probably accelerate on the neighborhood's eastern perimeter, the section adjacent to IH-45 (gulf Freeway), which is the portion of Fourth Ward closest to the Central Business District. Both sections of Fourth Ward would probably be redeveloped within five (5) to ten (10) years. Redevelopment pressures will eventually become stronger on the neighborhood's interior within ten (10) to fifteen (15) years.

The disproportionately low number of homeowners will make it difficult for residents who desire to remain to do so. The neighborhood's ability to forestall redevelopment will probably be further weakened by the area's high unemployment, a low median income, a housing stock that is in need of extensive repair, and an infrastructure in need of replacement.

The projected growth in Houston's economy will provide impetus for the neighborhood's redevelopment. A stronger economy will be accompanied by reductions in the surplus of office space, condominiums, apartments, and hotels. Lower vacancy rates in the Central Business District, as well as city-wide, will probably encourage the development of new projects.

Fourth Ward will appeal to developers as a site for new residential construction because of its location, and because the price of land in the area will probably be cheaper than in the Central Business District. For these same reasons, the neighborhood will probably attract interest as a potential site for office development.

It is projected that between 1985 and 1987, the labor force in the Central Business District will increase by 15.9 percent and by the year 2000, it will further expand by thirty-two (32) percent. The growth of the labor force in the Central Business District will probably increase the demand for more accessible housing.

During the period of economic recovery, the new massive Northside/69th Street Wastewater Collection System will become fully operational, further encouraging the development of new projects in areas like Fourth Ward. Along with the Northside/69th Street Wastewater Collection System, the Wastewater Capacity Reservation System is a tool that will aid in the redevelopment of Fourth Ward.

Redevelopment would significantly alter existing land development patterns because the Development Ordinance dictates building set-backs in excess of those that exist on interior streets. The resulting additional street rights-of-way would allow streets to be widened for support of increased vehicular traffic.

Interior streets would have to be widened, to support redevelopment, while others would likely have to be closed. Street widenings could affect block dimensions in Fourth Ward, as blocks are combined to provide suitable sites for new construction. Street widenings would also result in a loss of residential units, because many houses do not have sufficient setback from streets.

Fourth Ward's redevelopment would have an adverse affect on the recently designated historic district. The redevelopment process would threaten the continued existence of historically valuable structures.

Social paterns would also be affected by redevelopment. The change in land use would affect the size and make-up of Fourth Ward's population. As a result, organizations would probably become inactive, the utilization of remaining activity centers would probably diminish, and the high level of informal gatherings would likely decrease.

REDEVELOPMENT PROCESS

Based upon existing conditions and emerging trends, it appears that Fourth Ward will eventually be redeveloped. Redevelopment activities will result in substantial changes, as the make-up of the neighborhood's population, housing and land use are considerably altered. If current trends continue, Fourth Ward's redevelopment will probably be piecemeal and uncoordinated, and be characterized by new construction activity on scattered sites throughout the community.

If the area is redeveloped in a piecemeal fashion, many current residents will be displaced without compensation (e.g., relocation benefits), while affordable replacement housing will be absent or scarce. The existing housing stock will be allowed to deteriorate until demolition is the only option, and valuable historic artifacts are likely to be lost.

Because this redevelopment scenario conflicts with public welfare goals, the City of Houston has chosen to play an active role in the redevelopment of the Fourth Ward. Through it intervention, the City hopes to ensure that current residents have access to affordable replacement housing, valuable historic artifacts are preserved, and redevelopment activities proceed in a rational manner. Ensuring that these goals are met is the basis of the City's involvement in the area.

The City is committed to the provision of safe, sanitary housing for current residents, as well as the preservation of historical structures in the neighborhood. The City is in a position to exercise a high level of influence over Fourth Ward's redevelopment.

The City's leverage in the area is its ownership of property, its responsibility for infrastructure, and its ability to serve as neutral mediator between residents and developers. In addition, the City can apply for federal funds, such as the Urban Development Action Grant, in order to make infrastructure improvements (streets and utilities) and provide low-income housing.

Currently, block dimensions, street rights-of-way, and utilities are inadequate to meet the needs of high intensity users. Moreover, property ownership is fragmented. To address these problems, the City is advocating a public-private partnership approach. Through this partnership, the City and property owners will work together to ensure the orderly redevelopment of Fourth Ward.

The City proposes to assist property owners in making their land redevelopable. In return, property owners are being requested to make land available in the neighborhood for public interest projects, such as an historic district and affordable housing.

Along with the City and property owners, other major participants in the redevelopment process will be current residents, the Houston Housing Authority, developers, and lending institutions. Fourth Ward property owners are a diverse group. There are absentee owners, resident-owners, ministers, and proprietors of businesses in the neighborhood. Renters are a large population and will have to be taken into consideration, as well. Recognizing the variety of interest groups in Fourth Ward, the City will try to create a forum that allows all of these actors to have a role in the area's redevelopment.

The City will also take part in devising a comprehensive relocation plan. The plan will probably be developed through the combined efforts of the City and the Houston Housing Authority.

Change is viewed as inevitable because the Houston Housing Authority has decided to demolish Allen Parkway Village and because a major obstacle to redevelopment, the sewer moratorium, has been lifted. This has made land and sewer capacity available for large-scale redevelopment.

General Assumptions

Certain assumptions underline the redevelopment plan proposed for the Fourth Ward. These assumptions relate to land availability, disposition of city-owned land, development of public-interest projects in the neighborhood, and others. These assumptions follow.

Assumption 1: Growth pressures will cause the redevelopment of most of Fourth Ward.

Assumption 2: Tracts of land suitable for large-scale and medium-scale development will be available to developers.

Assumption 3: A majority of property owners will unite and make their individual tracts of land available for redevelopment as a single parcel.

Assumption 4: The Houston Housing Authority will succeed in its efforts to demolish Allen Parkway Village and offer the land for new construction.

Assumption 5: City-owned land will be aggregated and made available for redevelopment.

Assumption 6: Public utilities will be made available for high intensity development.

Assumption 7: Replacement housing will be made available for some of the current residents.

Assumption 8: Replacement housing will require a subsidy because of the economic status of residents.

Assumption 9: Land will be set aside for historic preservation.

Assumption 10: Developers will compete for an opportunity to redevelop all or a portion of Fourth Ward.

Assumption 11: Redevelopment of Fourth Ward will require a cooperative effort among owners, tenants, developers, financial institutions, city government, and the Houston Housing Authority.

Public-Private Joint Venture

The cooperative effort mentioned in Assumption 11, refers to the development of a working relationship between the public and private sectors in order to initiate and sustain Fourth Ward's redevelopment. The foundation of this partnership will be a formal agreement among the City of Houston, the Houston Housing Authority, and Fourth Ward property owners. Through the agreement, public and privately-owned land will be aggregated and made available for new construction.

Aggregating the land into larger parcels will increase its value, while nullifying price differentials among the various tracts of land. It will also reduce the cost of donating land for public-interest projects.

This cooperative effort will be formalized through a Memorandum of Understanding. The memorandum will outline objectives of the partnership, stipulate terms of the agreement, and identify the role of property owners, Houston Housing Authority and the City in initiating redevelopment activities in Fourth Ward. The formalized agreement will require approval of the City Council.

As of this writing, property owners have organized a non-profit corporation. The corporation is a mechanism through which individually-owned land will be aggregated for redevelopment. Members of the corporation have signed an option agreement to sell their property for the agreed-upon base price of $20 a square foot. The non-profit corporation also provides an organizational structure through which property owners can make decisions about redevelopment projects.

In general, the Memorandum of Understanding will provide a means by which all relevant parties can work together, combining resources to achieve redevelopment of the neighborhood. In the memorandum, the signatories will agree to jointly develop a Request for Proposal (RFP), establish criteria for developer selection, and provide assistance to the developer(s) in preparing the redevelopment plan.

Insofar as public-interest projects are concerned, corporation members have agreed to sell the land that they control with restrictions. Through these restrictions, approximately twenty percent of the jointly controlled land will be set aside for replacement housing and a historic district.

REQUEST FOR PROPOSAL

A Request for Proposal (RFP) identifies the scope of services desired for a particular project. An RFP is distributed to firms engaged in the desired activity. Interested firms respond in proposal form, outlining the approach they would take to implementing the project.

In the case of the RFP for the Fourth Ward Redevelopment Plan, City representatives, Houston Housing Authority representatives and property owners will jointly develop the document. The RFP will be used to solicit potential developers for the project. The Request for Proposal will identify: the section of Fourth Ward available for redevelopment, the public interest projects required, the criteria for developer selection, the City's commitments to the project, and the required documentation of eligibility. These elements are further discussed below.

Project Area

The project area will constitute the aggregated tracts of privately-owned land packaged by the non-profit corporation, the city-owned facilities in the neighborhood (administration buildings and garages for the Street Maintenance Division and the Equipment Service Division), and the Allen Parkway Village site. The boundaries are roughly, Allen Parkway and Taft, Heiner and Webster streets. The RFP will describe the project area, denoting the area's location and size in acres and square feet. Developers will be asked to confine their proposed redevelopment plan to the area within the established boundaries.

Public Interest Projects

Under the terms of the Memorandum of Understanding, the non-profit corporation will restrict approximately twenty percent of the privately-owned land for public interest projects. The RFP will identify public interest projects required in Fourth Ward. A historic district and replacement housing will constitute public interest projects for the area.

The RFP will stipulate that land must be made available for 400 units of elderly housing (8 ares) and 200 units of co-op housing (10 acres) for low and moderate-income residents. There will also be requirements regarding the types of developments to be constructed, i.e., mid or low-rise complexes, as opposed to high-rise complexes.

In addition, three acres of land will have to be reserved for the Replacement Housing Program. Through this program, replacement housing will be used to relocate single-family homeowners, who have made their land available for redevelopment, but wish to remain in Fourth Ward.

Requirements for an historic district will be similar. The RFP will stipulate that a six-block area (6.0 acres), including Gregory Elementary School, be preserved for historical purposes. The desired location for the historic distict will be identified. Also included will be information about historic structures that need to be preserved and/or relocated.

Developer Selection Process

A Selection Committee will be established to review and evaluate developer responses to the Fourth Ward RFP. The committee will be comprised of two representatives from the non-profit corporation, two representatives from the city, two representatives from the Houston Housing Authority, and three independent representatives selected city-wide. The independent members will be chosen from nominations made by the three participating entities.

Proposals will be judged on several different levels. Price offered for land will be one evaluative factor. Attention will focus on the purchase price offered per square foot, as well as the proposed schedule of payments.

Nature of proposed development will be another criterion in the selection process. Projects will be evaluated based upon type and density of the proposed redevelopment activity. The schedule for completion of projects and whether these projects represent rational development standards, will also be factors. RFP respondents will have to demonstrate their commitment to creating replacement housing and an historic district in the area. The developer's commitment will be necessary, since he or she will ultimately own the land. Developers will have to submit a plan for producing the type and number of replacement units required. For the historic district, developers will have to indicate how the district will be maintained and made a viable part of the redeveloped community.

Public Commitments

The City will seek concurrence from the Department of Housing and Urban Development to use Community Development Block Grant (CDBG) funds to finance relocation of residents and businesses in Fourth Ward. The City will then develop a relocation program that is in compliance with the Uniform Relocation Assistance Act. The City will not assume responsibility for relocation without HUD's approval for use of CDBG funds.

As part of its agreement with property owners, the City will utilize resources as needed to expedite redevelopment activities. In order to make infrastructure improvements economically feasible for the developers, the City will establish the appropriate financing mechanism - In-City Municipal Utility District, Property Improvement

District, Special Assessment District - in Fourth Ward. Creation of any of these districts requires City Council approval.

Establishment of an In-City Municipal Utility District is authorized by the Texas Department of Water Resources. The department certifies creation of the district and reviews the financial statement of the utility district relating to the sale of bonds. An In-City Municipal Utility District provides a vehicle through which extensive water, wastewater and storm drainage facilities can be upgraded and or acquired. The developer would assume the initial cost for upgrading Fourth Ward's utilities. The district would then issue and sell bonds and the resulting revenue would be used to reimburse the developer.

If creation of an In-City Municipal Utility District is not feasible, the City will establish a Property Improvement District in the neighborhood. The latter is authorized by the State's Public Improvement District Assessment Act of 1977. A special assessment is levied against property within an improvement district. The funds are used to finance street and utility improvements, as well as landscaping, park improvements, erection of fountains, acquisition and installation of art, and construction of off-street parking facilities.

Like the Public Improvement District, establishment of a Special Assessment District, is designed for use in areas in which development or redevelopment is occuring. Property within a Special Assessment District is taxed at a higher rate, and the excess funds are used for street and utility improvements. In a Special Assessment District, eligible activities are construction and/or upgrading of water lines, sewer lines, storm drainage facilities, streets, street lighting, and traffic signalization and signing.

The City will trade public rights-of-way, when necessary, to expedite Fourth Ward's redevelopment. In the event that privately-owned land is lost through street modification, the City will trade a portion of its land with the developer to compensate for the original loss. Both public and private parcels will be appraised and measured to ensure that the tracts of land traded are of equal size and value.

The Joint Referral Committee reviews all transactions in which the City trades parcels of land. The committee is comprised of representatives from five city departments: Fire, Public Works, Traffic and Transportation, Real Estate, and Planning and Development. The Joint Referral Committee makes its recommendation to City Council for approval.

Documentation of Eligibility

The Request for Proposal will require respondents to transmit a "letter of intent", including a statement describing prior development experience. Each respondent will be asked to submit the names of those likely to be involved in the project and include a copy of their organization's structure, if applicable.

Most importantly, repondents will be required to submit a proposed redevelopment plan for Fourth Ward. Supporting data will be required, in the form of a financial plan for initiating redevelopment and a timetable for completing phases of the project.

RFP Process

The City, the non-profit corporation and the Houston Housing Authority will jointly develop the Request for Proposal. The actual work will be accomplished by the RFP committee, which will be comprised of representatives from the City, Houston Housing Authority and the non-profit corporation. The RFP will be advertised for distribution in the legal section of local newspapers and in the Wall Street Journal.

City-owned land and Allen Parkway Village will be appraised to determine the fair market value of each parcel. The advertised sale price for each tract will require the approval of the respective governing body, City Council and the Board of the Houston Housing Authority.

Based on the selection criteria, the committee will recommend a developer or developers. However, the committee's recommendation will have to be ratified by the City Council and the boards of the non-profit corporation and the Houston Housing Authority.

SUMMARY

The principal strategy for promoting Fourth Ward's redevelopment is based upon establishment of a partnership among property owners, the Houston Housing Authority, and the City of Houston. This partnership is the vehicle through which resources can be pooled and a plan of action adopted for initiating major changes in the Fourth Ward Community.

The partnership will be formalized through the Memorandum of Understanding. Each partner will accrue certain benefits as a result of the joint-venture. Property owners will have the opportunity to increase the value of their land, by aggregating tracts into large parcels suitable for high intensity uses. For the Houston Housing Authority, combining its parcel with the adjacent city-owned land will make the Allen Parkway Village site more attractive for redevelopment. The City will upgrade utilities and redesign the street system, further increasing the value of privately-owned land, while removing a major impediment to Fourth Ward's redevelopment.

The City will benefit in that the land's availability will encourage redevelopment of contiguous parcels, as opposed to fragmented new construction activity. In return for infrastructure improvements, the City will require property owners to agree to support the development of public welfare projects. This will allow the City to meet the important public interest goals of rehousing some of the displaced residents and preserving historical artifacts. Redevelopment will also increase the value of property, resulting in higher tax revenues.

Success of the joint-venture will require that terms of the agreement be fulfilled as stipulated in the Memorandum of Understanding. At least eighty-five percent of the property owners will have to agree to pool their land and operate as a unit in partnership with the city. Without this majority of property owners, it will be impossible to ensure that a suitable portion of the area will be available for redevelopment, that the project will attract a sufficient number of developers, that the area will be redeveloped in a rational, orderly fashion, and that public interest projects will be implemented.

The City will employ a variety of techniques to help the developer obtain infrastructure improvements. The city will establish one of three utility districts, In-City Utility District, Property Improvement District, or Special Assessment District in the area. In addition, the City will trade public rights-of-way, when needed, to facilitate redesign of the street system.

Along with their individual obligations, the non-profit corporation and city representatives will jointly develop the Request for Proposal, supervise its distribution, and evaluate the responses received. Both parties will also assist the selected developer(s) in expediting the redevelopment plan for Fourth Ward.

The redevelopment strategy outlined offers a unique opportunity for the City to take a leadership role in directing redevelopment of an inner-city neighborhood. Although the City is helping to initiate substantial changes, its participation ensures a level of sensitivity to the needs and concerns of community residents. Such sensitivity is not likely to exist in a redevelopment process devoid of public sector participation.

In this scenario, the City guides the redevelopment process. Assuming a variety of roles, the City provides technical assistance to resident and absentee-owners; joint-ventures with the Houston Housing Authority in developing a comprehensive relocation plan; solicits federal funding for project development; and, upgrades the infrastructure. The City's participation, in partnership with property owners and the selected developer(s), increases the prospects for an orderly, well-coordinated redevelopment process. Without this cooperative effort, Fourth Ward will remain a neighborhood in transition, its redevelopment characterized by an approach both fragmented and uncoordinated.

APPENDICES

LAND USE

Index	Fourth Ward	
	# Acres	%
Residential		
Single-Family	54.2	18.3
Duplex/Triplex	14.0	4.7
Intensive Residential	4.2	1.4
Multi-family	41.3	14.0
Commercial		
Consumer Services	22.7	7.7
Offices	2.9	1.0
Industrial	11.7	4.0
Public	15.8	5.3
Education	12.0	4.1
Quasi-Public	7.6	2.5
Open Space	23.1	7.8
Quasi-public open space	5.9	2.0
Water	12.2	4.1
Undeveloped	35.4	12.0
Highway Right-of-Way	33.0	11.1
Total	296.0	100.0

LAND USE CLASSIFICATION SYSTEM

Single-Family Residential

A detached structure containing one dwelling unit; garage apartments if for one family; single mobile homes or trailers if in residential use. Parcels of five acres or less, which have not been subdivided and are occupied by a dwelling, are to be treated as a single-family lot. Dwellings on farm property are included in this category. However, the surrounding farmland and large agricultural buildings are not. (See Undeveloped Land and Light Industry.)

Duplex/Triplex

A detached structure containing two or three dwelling units.

Intensive Residential

A detached structure containing four dwelling units, quaduplexes. This category also includes townhouses and rowhouses, i.e., single residential units with party walls, comprised of four or more units, regardless of tenure arrangements. Also included are boarding and rooming houses intended for occupancy for thirty days or more, and fraternity and sorority houses not on university campuses. In addition, this category includes four or more detached housing units on a standard single-family lot.

Multi-Family Residential

Apartment buildings with more than four units, high-rise apartments regardless of tenure arrangements. Also included are trailer parks, convents, and public housing.

Consumer Services

Buildings and land occupied primarily by businesses or enterprises including, but not limited to: retail trade, shopping center, gas stations, auto repair businesses, auto dealers, repair services, eating and drinking places, clinics, doctor's offices and other direct selling organizations. This category also includes personal services such as laundries and dry cleaners, photographic services, beauty and barber services, and other personal services not elsewhere classified.

Offices

Office buildings, banks and other credit services, travel agents and other transportation services, insurance and real estate services, security and commodity brokers, news syndicates, employment services, legal services, engineering and architectural services, educational and scientific research services, accounting, auditing and bookkeeping services, and consulting services. Also included are business services such as advertising services, duplicating, mailing and secretarial services, window cleaning and other building services. For business services that are combined with warehousing or manufacturing, this category is distinguished from Light Industry by the dominate use of the structure, i.e., when a warehouse is an adjunct to a retail business or service, the use is Consumer Services or Office as appropriate. However, when an office is used to administer a warehouse, the use is classified as Light Industry.

Heavy Industry

Manufacturing such as refineries and petroleum processing, metal manufacturing and associated open storage. All transportation facilities including terminals, bus maintenance facilities, and tractor trailer parking lots. Utility plants, water and wastewater treatment plants, the Magnolia Gas Company, garbage dumps, oil storage tanks, public works yards, and other major impact facilities are included. Pipeline and utility right-of-way will not be classified as an industrial use, but will be tabulated with the adjacent use.

Light Industry

Wholesaling, warehousing uses and low-impact manufacturing uses, such as cottage industries, with few employees. Central distributed sale facilities, which deliver to homes or offices, such as wholesale bakeries, central laundries, printers, bottled water distribution, and lumber yards, unless the facility is primarily retail at the location surveyed. open storage areas such as junk yards and construction materials. This use also includes large agricultural buildings such as barns. Contractor's and other offices when warehousing facilities dominate the site including, for example, contractors when there is a warehouse and it is larger than the home or office on the same lot.

Public

Government-owned facilities including fire stations, libraries, school district administration buildings, court houses, city halls, post offices, jails, and public hospitals. Not included are civic center facilities such as Jones Hall, the Alley Theatre, the Astrodome, convention center, and public works yards. Also not included are cemeteries, parks and public open space, schools, the airport, and harbors.

Educational

Primary, secondary, colleges and universities, all public, private and parochial schools, exclusive of trade schools. (See Office and Quasi-Public.) This includes all university buildings such as dormitories and stadiums.

Quasi-Public

Places of worship and associated buildings, hospitals, (except when government-owned), non-profit organizations' facilities, such as non-profit daycare centers and trade schools, YMCA's, the Center for the Retarded, Goodwill and Salvation Army failities (except retail outlets - See Consumer Services). Public entertainment facilities primarily used by non-profit organizations such as Jones Hall, the Alley Theatre, the Astrodome, convention centers and museums. Civic organization receational facilities that are primarily indoors.

Public Parks and Open Space

Public parks and other government-owned open space, such as the green space floodways along the bayous.

Quasi-public Open Space

Private and non-profit golf courses, country clubs and cemeteries, excluding the club house and parking lots. (See Consumer Services.) Also includes civic organization recreational facilities that are primarily outdoors, such as picnic areas and, outdoor swimming pools. Non-profit campgrounds, Boy Scout camps, and outdoor sportman's clubs' areas.

Water

Rivers, bayous or creeks, excluding usable flood plains or flood detention reserviors, will be identified as water. Other bodies of water such as ship channels, basins, lakes, reserviors, dams (not part of a utility system) as well as bays and lagoons will also be identified as water.

Resource Production

This code category will reflect the permanent types of activities primarily engaged in the extraction of minerals such as natural gas, crude petroleum, sulphur and aspalt. In some areas where the land area occupied by isolated oil and/or gas pumping stations is difficult to determine, it will be necesary to define the boundary between land use category 18 (Resource Production) and the abutting land use. If a clear line cannot be ascertained from the map and/or aerial photograph, the area of Resource Production may be assumed to extend 100 feet in each direction from the center of the pumping station.

Undeveloped

This category identifies land that has not been developed for any particular use and land which has been developed from some purpose in the past but presently is vacant or unused. Also included in the undeveloped land category are agricultural activities, such as growing of trees, pasture and range lands, animal specialities, horticulture specialties, and truck farms of over five acres. Land occupied by vacant or abandoned buildings not usable for the originally designed purpose without major renovation or replacement is treated as undeveloped.land.

Highway Right-of-Way

Land that is used or dedicated as freeway is categorized as highway right-of-way. This includes the Interstate 610 Beltway, Eastex Freeway, East Freeway, Gulf Freeway, Southwest Freeway, Katy Freeway, North Freeway, South Freeway, and the proposed Northwest freeway. Land dedicated or used as right-of-way, such as utility, pipeline, railroad or major thoroughfares, and arterial and local access streets will be included in the adjacent land use.

ECONOMIC SURVEY

Methodology

A windshield survey was conducted to identify all firms located within the Fourth Ward study area (Census Tract 400.26). Exhibit A is a master list of businesses identified in the windshield survey which were confirmed to be in operation. The presence of a working phone was assumed to be confirmation of an operating business.

Attempts were made to contact a total of fifty (50) operating businesses. Of the 50 attempts, sixteen (16) businesses were not able to be contacted during the interview period. The summary of findings discussed in the section on Economy is therefore based on a total of thirty-four (34) successful contacts.

Institutional and public employers were excluded from this survey, thus the results of interviews focuses on the status of the private employment base of the Fourth Ward.

The interviews were carried out over a three-day period during business hours. All contacts were made by telephone and all interviews were conducted with the owner or manager of the firms in the Fourth Ward location.

Exhibit B is a copy of the questionaire used by interviewers.

EXHIBIT A

INVENTORY OF BUSINESSES IN THE FOURTH WARD

RETAIL TRADE

BLAND CADILLAC
William Bland
2100 Bagby @ Gray, 527-6600

L & M CAR ENTERPRISE
Lance McCraw
1507 Andrews, 651-3158

MONTE HASHA INC.
Marion Roberts
217 W. Gray, 659-8267

P & P DRUGS
Leo Preston
1017 W. Dallas, 658-1752

ALEXANDER ANTIQUES
Robert Alexander
119 Gray, 659-8281

BUY-RITE
Kay Yoon
1409 Robin, 652-0953

SUPER DAYLIGHT
Kichang Key
922 W. Dallas, 757-0273

TWEE'S CORNER MARKET
Twee Thuasmner
1019 Gillette, 650-1662

BROTHER PAWN LIQUOR
Malcolm Gerber
234 W. Gray, 520-1662

HERB PLANTS-GIFTS
907 Taft, 529-2439

CHANDLER LOUNGE
Lan Chandler
160 W. Gray, 522-5232

SIMPSON PACKAGING STORE
219 W. Gray, 529-9630

DISCO 9000
Lewis Cosey
1119 Andrews, 654-1418

M. CUTAIA GROCERY
1019 Andrews, 651-1418

G & B TOTEM
Erma Reece
171 W. Gray, 528-8666

THIS IS IT
Frank Jones
1003 Andrews, 659-0270

MANUEL LEWIS CAFE
Manuel Lewis
821 W. Dallas, 659-0261

MISS BESSIE BRADLEY'S PLACE
Bessie Bradley
821 Andrews, 659-0315

ANTONE'S IMPORT CO.
Jalal Antone
807 Taft, 526-1046

BIL-JAX SCAFFOLDING & EQUIPMENT
George Fredrick
238 W. Gray, 523-2600/2711

R & R LIQUOR STORE
Mr. Ngueyn
1517 W. Dallas, 528-9401

BRADLEY'S PLAYHOUSE
Mr. Bradley
1200 Heiner, 659-0431

HOLIDAY LIQUOR STORE
Minai Nguyen
270 W. Gray, 528-1686

J. W. LOUNGE/LEE'S LOUNGE
225 W. Gray, 529-3336

MATT GRANER'S BAR-B-Q DRIVE INN
Mary Jo Moffett

BARBER SHOP
809 Andrews, 759-6930

WEST GRAY TOTEM
162 West Gray, 528-6320

GREER'S FOOD MARKET
1502 O'Neil, 528-9021

SERVICES

HENRY FORD GARAGE
1019 W. Dallas, 951-9008

THIBODEAUX'S BEAUTY SHOP
Josephine Thibodeaux
1117 Wilson, 652-0753

AQUILINA MOTOR CO.
Mrs. Aquilina
1712 W. Dallas, 658-1754

MARVIN'S GARAGE
Marvin Calyen
220 W. Gray, 524-5556

SOUTHWEST AUTO GROOMING
Parker Irey
306 Calhoun, 654-7005

PRESTIGE REFINISHING SHOP
246 W. Gray, 528-5836

PRUITT FUNERAL HOME
Mrs. Pruitt
1219 Andrews, 651-3119

MONTE HASHA AUTO SERVICE
Tom Burns
101 Gray, 659-8275

DEJEAN HAIR FASHIONS
Mary Lee Stevens
912 1/2 W. Dallas, 659-9350

CHARLES BARBER & BEAUTY SHOP
1401 1/2 Andrews, 659-0227

DOWNTOWN DUPLICATING & PRINT
Gene Seidel
1012 Baldwin, 659-8295

LAVERNE'S BODY SHOP
Frank Whittington
1718 W. Dallas, 524-5963

BISHOP'S GARAGE
Ernest Bishop
119 W. Gray, 524-7916

JACKSON FUNERAL HOME
Thelma Gordon
806 W. Dallas, 652-0720

PAUL McCAIN TYPOGRAPHERS
Leo Honeycutt
256 W. Gray, 526-2831

TAFT AUTOMOTIVE CENTER
C. E. Reynolds
1411 Allen Parkway, 527-8787

FOLEY'S BARBER SHOP
912 W. Dallas, 650-0231

McCLELLANS BEAUTY SHOP
Mrs. McClellans
1718 1/2 Bailey, 528-4939

REAL ESTATE

FONTENO REALTY
916 W. Dallas, 652-0752

JOE A. McDERMOTT, INC.
Murphy Lance
1803 Allen Parkway, 527-8787

MANUFACTURING

STATE SIGN SERVICE INC.
Mr. Homer
118 Oak Place, 528-6251

CONTRACT CONSTRUCTION

COPPERSTONE CONSTRUCTORS, INC.
Arlin Vaugh
112 Oak Place, 528-5348

EXHIBIT B

BUSINESS SURVEY

Date ____________________ Surveyor ____________________
Name of Firm: ____
Street Address: ____
Mailing Address: ____________________ Zip Code ____________________
Contact Person: ______________ Title ______________ Phone ________

1. Which of the following terms describes the main operations of your firm?
_________ Manufacturing _________ Service
_________ Distribution, Warehousing, or Wholesale Sales _________ Retail Sales
_________ Other (Specify: ____________________)

2. What type of products or services does your firm manufacture, handle, or provide?
____

3. Which of the following terms best describes your market area?
_________ Neighborhood _________ National _________ Regional
_________ City-wide _________ International

4. How long has your business been at this location?
_________ Less than 1 year. _________ 1 - 3 years
_________ 4 - 10 years _________ More than 10 years

5. Does your firm own or lease its facility? _________ Own _________ Lease

6. How would you describe the condition of your facility?
_____ Excellent _____ Good _____ Adequate _____ Fair _____ Poor

7. What is the size of your present facility? ______________Sq. Ft.

8. What is your total number of employees working in the Houston area?___

9. How many of your employees live in this neighbohrood?______________

10 What is the total number of employees at this address? ______________

11. Does your business have any special needs or problems (i.e. equipment, transportation, parking, access, etc.)?
____

12. What Fourth Ward problems (i.e. crime, unemployment, housing, open-space, parking, etc.) do the most harm to the business environment as a whole?
____

13. If a redevelopment plan for the area is carried out, would your firm desire to remain in the area?

_________ Yes _________ No _________ Uncertain
Comment: ____

14. If a redevelopment plan recommends that your business move to another location within the neighbohrood, would you relocate?

_________ Yes _________ No

Comment: ____

FOOTNOTES

[1] Housing Authority Research Team, Demographic Information on Fourth Ward and Allen Parkway Village, May 1983, p. 5.

[2] City Planning Department Survey of Land Use and Housing, 1972-1977.

[3] Traffic and Transportation Department, City Secretary's List of One-Way Streets, April 7, 1983.

[4] City Planning Department, Op. Cit.

[5] Metropolitan Transit Authority, "Employment by Place of Work", March 1983.

Mr. Garcia. We found that the fourth ward was very different from the other neighborhoods in which we have prepared neighborhood plans in Houston. In fact, we have a program right now to prepare some 25 neighborhood plans that will lead to the improvement of the neighborhoods.

The characteristics that made this area different was that normally in our planning process we look for housing conservation areas in neighborhoods, areas where we can focus our housing efforts. However, in the fourth ward, we found that this approach was difficult because, first of all, of the 6,000 residents in the area, over 95 percent are tenants. Second, the substantial majority of the housing units were very substandard and, in fact, probably over 50 percent of them are beyond economic rehabilitation. The land is basically in the ownership of interests that are wanting to redevelop the area, using the traditional Houston approach of highest and best use; that the location of the fourth ward adjacent to the central business district makes it amenable to the receipt of development pressure. And even under this current economy, demolition of certain areas of the fourth ward has begun in order to provide parking for the downtown area. And we think that in about 3 years, when the absorption of the existing vacant space in the downtown exists, that this pressure will increase. And because of the proximity to the central business district, scenario most favored by the neighborhood groups, although there was no funding to support this particular approach.

An analysis of several buildings in the area, using Department of the Interior/IRS redevelopment standards in order to qualify them for the tax credits involved indicated that rents in the range of $800 per month, it would be necessary to amortize the cost of improvements in lands for the typical housing units in the area, which would result in these units being priced beyond the range of the tenants.

The third scenario we considered is the one that is favored by the owners, comprehensive redevelopment. Under this scenario, this would lead to probably massive clearance of the area and the tenants displaced without relocation benefits over a relatively short period of time. It should be recognized that under current law there is no protection for buildings in the historic district and the owners could demolish these buildings with impunity.

When we considered the various options, we decided that taking the third option, which is the one that the owners favor; but, in effect, having the city become involved and modify the scenario would serve the public purpose elements, was the best approach to take. So we are in the process now of negotiating with the owners a program that would have them commit 20 percent of the developable land they own in the fourth ward for the following purposes.

First of all, the construction of between 200 to 400 units of lower income elderly housing. The actual number would be based on the needs of the authority. The owners would actually commit to build 400 units; the authority has indicated they might need as few as 200. So we hope—we are trying to adjust that and determine exactly what the commitment would be.

Construct a 200-unit lower income housing cooperative.

Restore and preserve a six-block historic district that would be protected by deed restrictions. With the absence of zoning, the only way that we can protect buildings in Houston is through deed restrictions.

Provide adequate open space and neighborhood services to the housing.

In return, the city is committing to provide the relocation benefits commensurate with the Uniform Relocation Act to all displacees from the fourth ward; would cooperate with the future developers in providing adequate utilities, provided this is at no cost to the city; and provide replacement housing in the immediate area for displaced owner/occupants if they so desire.

In spite of the criticism the department has received for adopting this approach, I honestly believe that this is in the best interest of the current residents. In addition, it quantities and implements what can be reasonably expected to the owners of the property estimate the average value of their property to be around $20 per square foot, making it relatively expensive for low-income housing.

Also, 42 blocks of the fourth ward have been designated as an historic district, in opposition from the majority of the property owners. And what this has resulted in is the allienation of the owners. And this action has probably eliminated any possibility of voluntary restoration or preservation efforts.

And, finally, the city of Houston does not have and has never had the referendums necessary to provide the city with eminent domain authority for redevelopment purposes. Our eminent domain is limited only for public purposes. As a result, we have no way of blocking up land for specific purposes and redeveloping along particular lines.

So nearing our final process, we attempted to develop some scenarios by which the neighborhood could be preserved or maintained. We looked at three major scenarios.

One was the continuation of current trends, which would lead to piecemeal displacement of existing residents, and block by block, the area would be consumed by new development. Second, we look at the possibility of extensive restoration of the historic district. We have never considered this an economically feasible approach; however, we considered it because this happens to be the be accomplished of the very idealistic desires of the activist groups in the neighborhood.

I would like to address the matter of Allen Parkway Village, recognizing that probably these comments should be considered my personal comments rather than being made in my official position.

The future of Allen Parkway Village, of course, rests with the board of commissioners and HUD. However, with my considerable experience in implementing successful programs for providing housing for lower income families, I would state that I agree with the request for the demolition of Allen Parkway Village. And this belief is based on the very basic concept of doing the greatest good for the greatest number.

Those of us that think that the project should be demolished have been accused of considering only the dollars involved. Who better than the Members of Congress recognize that housing and services, in the final analysis, come down to dollars and sense.

Restoration of Allen Parkway Village would provide housing for approximately 1,000 families. Although a large number of varying estimates have been made to value the 37-acre site, I feel that, with the best information available to me, we are probably dealing with a site that is worth approximately $9 million in the current market. If the housing authority were to retain ownership of the site and lease it for development, it could expect annual revenues in the order of $9 million from that site. And these funds then could be used to improve housing opportunities for public housing clients throughout the city.

Another approach that could be looked at is the use of this revenue to fund bond issues for the expansion of housing opportunities. That amount of $9 million a year would provide debt service for approximately an $88 million bond issue. This would construct about 2,000 units of public housing. However, as you know, we have had difficulty in finding locations for public housing. So another approach that is available to us right now, as you have noted, the economy in Houston is such that private lenders have in their possession large numbers of relatively new apartment complexes. In the current market, these apartment complexes are selling at $15 to $20 a square foot, where their construction costs were in the average of $40 to $45. So the possibility exists that the funds could be used to acquire existing complexes without having to go through the turmoil of construction of new units and provide many fold the number of units that are being demolished.

So that is my personal opinion as to how I would approach the problem. This may not be the way that the board of commissioners would approach the problem. But, in my opinion, that would make the best use of the resources that could be made available to the housing authority through the demolition of Allen Parkway Village.

I would stand ready to answer any questions that you may have, Mr. Chairman.

[The prepared statement of Mr. Garcia follows:]

CITY OF HOUSTON
Post Office Box 1562 Houston, Texas 77251
Kathryn J. Whitmire, Mayor

CITY COUNCIL MEMBERS: Larry McKaskle • Ernest McGowen, Sr. • George Greanias • Rodney Ellis • Frank O. Mancuso • John G. Goodner • Christin Hartung
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TESTIMONY
OF
EFRAIM S. GARCIA, AICP
DIRECTOR
DEPARTMENT OF PLANNING AND DEVELOPMENT
CITY OF HOUSTON, TEXAS

I. IMPROVED HOUSING OPPORTUNITIES FOR LOWER INCOME FAMILIES

The City of Houston has initiated a concerted effort to improve housing opportunities for low and moderate income residents living in our central city areas. It has been the policy of the current administration to reorganize and upgrade the Department of Planning and Development in order to provide an improved mechanism by which inner city revitalization can be accomplished. We recognize that, when compared to cities of comparable size, the city is underserved with public housing and previous efforts to improve housing opportunities using CDBG funding have generally been ineffective. The Department has been recently given responsibility for administration of CDBG funds, economic development planning and central city neighborhood planning. Also, the Department has a function that is unique to Houston. In the absence of zoning to protect neighborhood integrity, we use deed restrictions to preserve the residential character of many neighborhoods. The Department provides training and assistance to the 650 civic clubs and associations formed by the residents of these neighborhoods to enforce their deed restrictions. The functions of the Department directly related to improving housing opportunites for the lower income residents of the city are:

1. Increasing Home Ownership Opportunies. Where home ownership can be placed within the financial reach of low and moderate income families, we arrive at the ideal solution to meeting their housing needs. Accordingly, we have in place or are implementing a variety of programs for increasing home ownership possibilities for reach of families in this income group.

a. The Central City Housing Program. Although Houston now has a surplus of housing on the market, this housing is too expensive for the low and moderate income resident and is generally not located within the central city. The purpose of our Central City Housing Program is to provide 2,200 units of well-built, low cost housing in the older neighborhoods using a modification of the Nehemiah Plan being used in New York City. By attacking the soft costs associated with the sale of housing, but retaining the full quality of construction, we have been able to design a program that will produce housing about 30% below the cost of identical housing in the suburban areas. An Urban Development Action Grant to implement the first phase of 164 units is now pending at HUD. Although HUD gives evidence of a reluctance to approve housing UDAG's we feel confident that our application is a very competitive one. UDAG funds would be used to provide downpayment subsidies of up to $15,000 to eligible families. This subsidy, coupled with the use of mortgage revenue bonds to provide the permanent mortgages and the reduced cost of housing, will make ownership opportunities available to families with annual incomes in the $18,000 to $20,000 range. We are making our primary reliance for financing of these housing units on mortgage revenue bonds. Any legislation that would reduce the availability of these funds would nullify our Central City Housing Program.

Under current UDAG legislation, Houston is a pocket of poverty city. We are the fourth largest city in the country and are severly restricted from effective competition for existing UDAG funds under current legislation and HUD policies. Our pocket of poverty contains almost 200,000 residents. This exceeds the poplulation of the great majority of the designated distressed cities in the UDAG program. We are very interested in proposed changes to UDAG legislation that would improved the competitive opportunities for pocket of poverty cities and would provide for housing applications competing for funding only with other housing applications. Our greatest need for UDAG funding in Houston is for housing-related projects.

b. Replacement Housing Program. We understand that changes are being proposed to make the construction of a replacement housing unit on a site from which an unrehabilitable unit has be demolished an eligible CDBG activity. Working with the assistance of the HUD Regional Office, we have devised a similar program that will not violate any existing restrictions on the construction of new housing with CDBG funds. We have made an initial allocation of $1,500,000 to this program from the current CDBG funds.

c. Cooperative Housing. Cooperative housing is an alien concept in Houston. The Department has initiated a program to promote the use of cooperative housing as an effective means of improving housing ownership opportunities for lower income families. Currently, the City has a contract in effect with the Cooperative Housing Foundation of Washington, DC to evaluate the feasibility of three potential lower income cooperative projects. These include the conversion of two privately-owned apartment complexes and the construction of another. If the demolition of Allen Parkway Village is approved, the newly constructed cooperative housing complex would have significant participation from displacees from Allen Parkway Village. In this manner, public housing tenants would be converted to cooperative housing owners.

d. Mortgage Revenue Bonds. Recently, the Department was given the additional responsibility for providing guidance to the Houston Housing Finance Corporation. This corporation has responsibility for the issuance of mortgage revenue bonds. We have initiated efforts to improve the use of mortgage revenue bond funds within the Federally-targeted areas. A major reason for a very poor record of mortgage issuance within the Federally-targeted areas has been the fact that these areas, as currently designated by the Department of the Treasury, are almost devoid of mortgage-eligible housing. We have developed a dual program to address this problem. First, our Central City Housing Program will provide the mortgageable housing units. Secondly, we have submitted an application for the designation of our pocket of poverty as an area of chronic economic distress. Approval of this application will permit our Federally-target area for mortgage revenue bonds to be coincident with our pocket of poverty and improve housing finance opportunities in a much larger area of the City. It is an anomaly of the current system that, although the requirements for a Federally-targeted area and a pocket of poverty are similar, we currently have census tracts in the Federally-targeted area that are outside the pocket of poverty.

e. Housing rehabilitation. Considerable improvement has recently been made in the delivery of rehabilitation services using CDBG funds. Although Houston's previous record in the administration of rehabilitation programs has not been good, recent reorganization and staffing of the program is now giving us evidence that there is a significant positive change in our rehabilitation programs.

2. Improving the Availability of Rental Housing. Although increasing home ownership housing opportunities for lower income residents is a very worthwhile goal, the great majority of lower income residents must rely on rental housing. Programs of the Department of Planning and Development in this area are:

a. Rental Rehabilitation Program. Our success with the Rental Rehabilitation Program gives further evidence of our improvement in service delivery for rehabilitation programs. Our initial allocations for FY 84 and FY 85 combined totaled $2,500,000. HUD has recently announced an additional allocation of $411,000 as a reward for program efficiency. We have targeted these funds very narrowly to certain neighborhoods identified for comprehensive redevelopment activities. Although the program provides for a maximum of 50% public funding for each rehabilitation project, through careful economic analysis and selection of projects we are averaging on 35% public funding with the balance provided from private sources. The proposed discontinuance of this program would severly restrict our efforts in improving rental opportunities for lower income residents. If the program is continued, we would be interested in an allocation system that would provide Houston with an allocation more comensurate with its population. Several cities with much smaller populations are receiving larger allocations.

b. Multi-Family Bonds. Although this program is in jeopardy because of wide-spread misuse throughout the country, the City of Houston has maintained tight controls over these bonds. We permit only redevelopment projects in areas targeted for revitalization to be funded through this program. Only projects processed through the Department and meeting these requirements are processed. As a result of financial difficulties being experienced by multi-family projects funded by other housing corpations having jurisdiction within our city limits, the availability of FHA guarantees or coinsurance has been severely restricted by HUD for additional local projects. We have been assured by HUD that local projects processed by the Houston Housing Finance Corporation within specially designated redevelopment areas will receive special consideration for HUD guarantees in order to assure the marketability of the bonds. As an initial test of this concept, we are currently working to prepare a bond issue that would cover several apartment complexes in one of our newer redevelopment projects, the Palm Center area. As many as 900 apartment units could be included. This method of issuance makes bond financing available to smaller apartment complexes that would not otherwise be able to afford the costs associated with the issuance of bonds.

II. FOURTH WARD/ALLEN PARKWAY VILLAGE

In 1983, the Housing Authority of the City of Houston funded a study to determine the future of Allen Parkway Village. One of the recommendations of that study was that the Fourth Ward and Allen Parkway Village could not be considered separately in planning future actions but, should be considered as a joint neighborhood. As a result, the Department of Planning and Development was asked to develop a plan for the Fourth Ward as part of its neighborhood planning process. This process was begun in mid-1983 and is reaching completion at this time. A copy of the draft plan was provided to the subcommittee staff during a previous visit and I would ask that it become a part of the record of this hearing.

1. The Fourth Ward Plan. Our involvement in the Fourth Ward quickly revealed that this neighborhood had significantly different characteristics than other neighborhoods participating in our neighborhood planning process. One of the purposes of our neighborhood plans is to determine the location of housing

conservation areas so that our housing efforts can be focused on the preservation of those areas. Characteristics in the Fourth Ward did not favor that approach because:

a. Of the 6,000 residents, over 95% are tenants.

b. A substantial majority of the housing units are considerably substandard. Approximately 50% could be considered as not economically rehabilitable to meet City minimum housing codes or Section 8 standards.

c. Sixteen owners own 65% of the land in Fourth Ward. This group has provided the leadership for the formation of the Fourth Ward Property Owners Association. The avowed purpose of this association is to promote the redevelopment of their property to its highest and best use. The association controls over 85% of the land in Fourth Ward and has about 200 property owners as members.

d. The Fourth Ward is adjacent to the Central Business District and is already begun to receive development pressure leading to the demolition of several blocks to provide parking. Although there is currently a surplus of vacant space in the CBD, current leasing trends would indicate that the surplus would be absorbed withing three years. It can be expected that development pressure will continue to increase. An additional effect of CBD proximity is an increase in land values. The owners currently estimate the average value of Fourth Ward land to be $20.00 per square foot.

e. Designation of 42 blocks of the Fourth Ward as a historic district, in spite of the objections of a very large majority of the owners, has alienated the owners and eliminated all possibility of any voluntary historic restoration or preservation efforts.

f. The City of Houston does not have eminent domain authority for redevelopment purposes. Its authority is limited to the acquisition of property for public purposes only.

During our planning process, we were unable to develop a single feasible future scenario for the Fourth Ward that would lead to its preservation as a low income Black neighborhood. Three scenarios were given detailed consideration:

---Continuation of current trends. This would lead to piecemeal displacement of the residents without the benefit of relocation benefits as is already occuring in the areas adjacent to the CBD.

---Extensive restoration of the historic district. Although no funding can be identified to accomplish restoration, this scenario was considered since it is the one that activist neighborhood groups are advocating. Analysis of several typical buildings indicated that restorations to Department of the Interior/IRS standards would require rents in the $800 range per month in order to amortize the cost of land and improvments. The resulting housing would be priced beyond the range of the current tenants.

---Comprehensive redevelopment as desired by the owners. Under this scenario the land would be cleared of existing improvements and all tenants displaced without relocation benefits over a relatively short period of time. It should be recognized that under current laws the buildings in a designated historic district are not afforded any special protection and can be demolished by the owners with impunity.

When faced with these facts, the Department concluded that it would be in the in the best interest of the current residents if the City were to cooperate with the owners in bringing about the third scenario with modifications that would serve a public purpose. Accordingly, we are in the later stages of negotiating a Memorandum of Understanding between the association and the City whereby the owners would commit 20% of the developable land to:

---Construct between 200 to 400 units of lower income elderly housing. The actual number will be based on the needs of the Housing Authority.

---Construct a 200-unit lower income housing cooperative.

---Restore and preserve a six-block historic district that would be protected by deed restrictions.

---Provide adequate open space and neighborhood services.

In return for these concessions, the City would provide relocation benefits, comensurate with the Uniform Relocation Act to all displacees, would cooperate with the developers in providing adequate utilities for the proposed new development at no cost to the City, and provide replacement housing in the immediate area for displaced owner occupants if desired.

In spite of the criticism that the Department has received for adopting this approach, I honestly believe that this is in the best interest of the current residents. In addition, it quantifies and implements what can be reasonably expected to be accomplished of the very idealistic desires of activist groups.

2. Comments Relative to Allen Parkway Village. The future of Allen Parkway Village rests in the hands of the Board of Commissioners of the Housing Authority of the City of Houston and HUD. However, as a person with considerable experience in implementing successful programs for providing housing for lower income families, I would like to offer a few comments. I wholeheartedly agree with the request that has been made for the demolition of Allen Parkway Village. This belief is based on a very basic concept, doing the greatest good for the greatest number. We have been accused of considering only the dollars involved. Who, better than members of Congress, recognize that housing and services, in the final analysis, involve dollars and cents.

Restoration of Allen Parkway Village would provide housing for a maximum of 1,000 families. Although a large number of varying estimates have been made on the value of the 37 acre site, based on the latest information available to me I would estimate a minimum value of the site to be in the vicinity of $90 million. Were the Housing Authority to retain ownership of the site and lease the land for development purposes, an annual rental of $9 million could be expected. These funds could be used as an annual supplement to provide improved public housing opportunities to a much larger group of families than could be housed in Allen Parkway Village. Or, the funds could be used to provide debt service for a bond issue of approximately $88 million to provide additional public housing. Although this amount would fund the construction of some 2,000 units of new housing, the condition of the current Houston economy provides us with a much greater opportunity. Commercial lenders have in their possession throughout the City large numbers of new apartments that have been repossessed. These apartments are for sale in the $15 to $20 per square foot range although they were built for amounts two and one-half times greater. The possibility exists of greatly expanding the available housing inventory without undergoing the turmoil involved with citizen opposition against public housing sites. Those are the reasons that I favor the demolition of Allen Parkway Village. It opens great opportunities for replacing many-fold the number of housing units being removed from the inventory.

Chairman GONZALEZ. Thank you very much.

On page 11 of your written testimony, you say that were the housing authority to retain ownership of the site and lease the land for development purposes, an annual revenue of $9 million could be expected. What is the basis of that?

Mr. GARCIA. The standard rental for lease land is a 10 percent—annual rental of 10 percent of the fee value of the property. So if the property has a fee value of $30 million, 10 percent of that could be expected. And that normally covers some of the approaches that we have taken in San Antonio, where we have leased the land for the Hyatt Regency Hotel or for the joint venture plans in the Vista Villa project, where we basically collected about 10 percent of the fee value of the property.

Chairman GONZALEZ. The Hyatt Regency, of course, is a UDAG project and, therefore, a subsidized venture. They can succeed in what the goals sort of imply and the like, which is not true in Vista Verde.

But I do not understand what that calculation is based on. What kind of land development on those 37 acres?

Mr. GARCIA. Well, what you would do—in fact, this would give the housing authority—the development would be commensurate with what the market requires. It is difficult to say what the development would be, but it would not be housing. It would be some commercial use of land. It would not be housing.

Chairman GONZALEZ. Well, then, is $9 million reasonable?

Mr. GARCIA. Annually?

Chairman GONZALEZ. You are talking about interest really over the value of the dollar. And they are not rich because they gave the money away. They are going to get the maximum profit that they can. So I do not know whether the city is setting too low a goal there. I don't know; all I can say is that 37 acres nowadays in Houston, or anyplace else, is a lot of land.

Mr. GARCIA. Yes. Well—yes.

Chairman GONZALEZ. And a lot of money.

Mr. GARCIA. And there are some 80 acres in the fourth ward area, so that probably by the time we would develop the area, we are dealing with something well over 150 acres. There are also 15 acres owned by the city in the immediate area.

Chairman GONZALEZ. But you linked the fourth ward with these 37 acres of public housing. In both, you are talking about rather poor families. As you say, in the fourth ward, you have this tremendous disproportionate number of lease or renters. And they certainly are vulnerable. There is really nobody who is going to be taking much care of them.

Mr. GARCIA. Well, the——

Chairman GONZALEZ. I know they are vulnerable now, but I do not know how preempting 37 acres, where there is no assurance that these private developers would be willing to provide an equivalent 37 acres of acceptable site in exchange. Maybe we are talking about something that they are not going to do. They have not done it in anyplace that I know of in the country because that is not why they want the land. I am not questioning motives. I am just saying that it just seems to me too tenuous a situation. Even some of the gifts on the fourth ward—on page 10—"In return for these concessions, the city would provide relocation benefits"; but what would those amount to?

Mr. GARCIA. We estimate an amount of $8 million. And we——

Chairman GONZALEZ. Is that based on the fact that each and every single occupant now would be relocated?

Mr. GARCIA. Yes.

Chairman GONZALEZ. Because I think about the maximum they are going to get is about $500.

Mr. GARCIA. No. We are dealing with providing them with standard uniform relocation benefits and providing a $4,000 rent supplement, plus a $500 moving allowance, moving expenses.

Chairman GONZALEZ. Where are they going to find housing, though?

Mr. GARCIA. Well, there is housing available in the city. We have a 20 percent, roughly a——

Chairman GONZALEZ. Affordable housing?

Mr. GARCIA. Well, with the—the process that we provide, the rent supplement. That's what the $4,000 is for, a rent supplement. They continue to pay the same rent that they are paying, but their rent is supplemented.

Chairman GONZALEZ. Do you have any experience on record under that kind of subsistence allowance or relocation allowance, having found a replacement for the poor families, the poor tenant?

Mr. GARCIA. I do not have a specific Houston example because we have not done it in Houston. But if you recall in San Antonio, I wrote my master's thesis on the relocation of residents from the Vista Villa North project, where I was able to follow 250 families after they were relocated from that particular project.

Chairman GONZALEZ. If you remember, that was done on my insistence.

Mr. GARCIA. I studied that particular project since it was the first that was done after the 1970 Uniform Relocation Act.

Chairman GONZALEZ. Yes. But even then, I remember that I had to make a big issue. In fact, Mr. Martin, the director, went out of his way to tell me that if he was going to do it, he was going to do it out of the goodness of his heart. But I was the one that insisted that they have assistance and that each family be followed through so they would end up no worse than the place they were displaced from.

But that is easier said than done because even with the relocation assistance it is difficult.

Mr. GARCIA. Let me——

Chairman GONZALEZ. If you remember where those families went. Well, a substantial number had to leave completely away. They could not find or at least did not relocate anywhere within 3 miles of the area. Some of them had been there for years. They had to go out to the fringes. Well, first, finding the stock of housing that those owners, even if they have repossessions, are going to make available to the poor. Is that 15 percent, 20 percent?

Mr. GARCIA. Let me mention something to you that has happened over the last 2 years, because even over the 2 years I have been here, I have noted a considerable change in housing clearance here in Houston.

There was a period of time when we had 35 and 40 percent vacancy rate in apartments. And during that period of time, rents were down. And what we have seen is a very large migration of lower income families, both those that are section 8 and others, to areas of the city that were previously considered middle income areas.

Recently, for example, we have annexed some areas of the city that in the 1980 census were——

Chairman GONZALEZ. Excuse me for interrupting you; but weren't those predominantly white families?

Mr. GARCIA. The ones that we assigned there originally or the ones that are moving now?

Chairman GONZALEZ. The ones who were able to move into those—vacant units.

Mr. GARCIA. No. In fact, we are finding that we have entire neighborhoods in the more affluent areas of the city now that are made up of what would appear to be illegal residents. So that there has been a very major change in the housing situation here in Houston, and we no longer have the neighborhood delineations, racial neighborhood delineations that we had before. And we are finding areas—in the Westheimer area, for example, past the Galleria, where we have considerable populations now of Hispanics. They are not all concentrating in the old barrio area, but are actually moving out to areas that you would not expect them to be.

Chairman GONZALEZ. With respect to the Rental Rehab Program, about how many units have been rehabilitated under this program?

Mr. GARCIA. The program began rather recently. We have completed some 60 units, but we have under construction several hundred, and under commitment about 1,200 additional units. In fact, I signed a contract this morning for some 80 units. We are moving ahead and we will have committed all our money by the target dates.

Chairman GONZALEZ. Very good.

Mr. GARCIA. Incidentally, I might add that the program permits, as my remarks have indicated, 50 percent subsidy. We are averaging a 35-percent subsidy in this rehab, 65 percent private funding.

Chairman GONZALEZ. With respect to your co-op housing, how feasible is that with respect to the very low income?

Mr. GARCIA. In working with the housing authority, they have indicated to us that those lower income—the displacees of Allen Parkway Village would have section 8 certificates. And HUD regulations permit the use of section 8 certificates to be the families' contribution to the cooperative, plus, of course, the amount they would normally pay themselves in public housing. So we are making our feasibility study on the basis that a percentage of the families, probably a third of the families in this cooperative would be on a limited equity basis and, therefore, would be able to have costs commensurate with section 8 allowances.

Chairman GONZALEZ. Well, I realize you are in the initial experimental stage, so I just hope and pray that it does come out that way.

In areas, particularly in the north and east where you have quite a bit of activity, that seems to be the biggest problem. It just reduces to the same eternal question of the poor, and their continuing relatively low income status and their inability, whether it is co-op or not, section 8 or not.

Mr. GARCIA. I might mention that in this particular cooperative, the developers are also having a plan to provide a job providing process in the immediate areas. So the intention is to begin to upgrade an amount of the public housing.

Chairman GONZALEZ. That is very good, sir, and I wish you well. I believe in always having hope in the theory that it can be done.

I really want to thank you again very much. We are very grateful to you.

We have as our next witness Dr. Robert Bullard, who is the associate professor of sociology at Texas Southern. But he is unable to be with us and has submitted his prepared text for the record. At this point, we intend to enter into the written record and transcript of the proceedings the testimony of Dr. Bullard.

[The prepared statement of Mr. Bullard follows:]

DECENT AND AFFORDABLE HOUSING FOR LOW AND MODERATE INCOME FAMILIES

Robert D. Bullard

Department of Sociology

Texas Southern University

Houston, Texas

Testimony presented at the Hearing of the

United States Congressional Sub-Committee on Housing

October 14, 1985

DECENT AND AFFORDABLE HOUSING FOR LOW AND MODERATE INCOME FAMILIES

The goal of "decent housing for all Americans" became a slogan and model with the passage of federal legislation of which the most notable included the Housing Acts of 1937 and 1949. A national housing agenda was to have emerged from these federal initiatives. The post-depression and post World War II strategies of the federal government exerted a great deal of influence over the private housing industry (i.e., mortgage loan guarantees, tax incentives, construction financing, rent subsidies, etc.). Moreover, federal policy shifts over the past thirty-five years have affected housing markets and have contributed to shaping residential areas and the quality of life in the nation's urban centers.

Government intervention into the housing industry has not affected all segments of the population in the same way. The nation's ethnic minorities and low and moderate income households, for example, have not benefitted from the changing housing opportunity structure as their white and more affluent counterparts. The housing options and opportunities (e.g., owning vs renting) that are available to the nation's less fortunate have been shaped largely by a number of factors which include: (1) federal housing policies, (2) institutional and individual discrimination in housing markets, (3) geographic location, (4) housing construction priorities, and (5) demographic changes that have taken place in the nation's urban areas. The end result of these factors on lower and moderate income households has meant reduced housing choices, and limited mobility for a significant segment of the American population. Federal housing policies were the chief sponsor of suburban development in the 1950s and 1960s. Much of the current residential housing patterns and problem of segregation can be traced directly to the government's role during this period (Houseman, 1981: 11-20). Moreover, the failures of the government's first "attack" on the nation's urban housing problem through Urban Renewal have been well documented. To a great extent, the "rehousing of displaced residents was subordinated to the primary goal of clearance and redevelopment" (Morris, 1981: 6-7).

Federal Housing Policies

Federal policies have also played a central role in the development of spatially differentiated metropolitan areas in which blacks and other visible ethnic minorities are separated from white and the poor from the more affluent (see Taeuber and Taeuber, 1965; Taeuber, 1975, 1983; Danielson, 1976). Kushner (1980: 130) asserts that "government action is the proximate and essential cause of urban apartheid" in this country. America's cities remain racially segregated in the 1980s as illustrated in Table 1.

(Table 1 about here)

The nation's apartheid-type housing policies contributed to the development and growth of black ghettos. Ford and Griffin (1979: 140-158) described five major types of black ghettos that emerged in the United States: (1) the "early southern" ghetto - dispersed pockets of blacks who lived in "alley dwellings" and worked primarily as servants and laborers, (2) the "early northern" ghetto - distinct geographic boundaris of high density dwellings, (3) the "classic southern" ghetto - resulted from legalized housing segregation of areas "reserved" for blacks, (4) the "classic northern" ghetto - arose from white flight, and (5) the "ghetto of the fifth kind" - included middle- to upper-middle class neighborhoods which have "suburban-like" qualities.

Recent trends in federal housing subsidy programs have been geared toward the renter market. In an attempt to allow low and moderate income households to compete for decent, uncrowded, and safe housing, the federal government initiated the Section 8 rental assistance program. This subsidy program was created under the Housing and Community Development Act of 1974. The Section 8 program in 1980 was the second largest housing program in the country providing over 800,000 units of existing housing.

Table 1
U. S. Cities with Black Populations of More than 100,000
in 1980

City	Population (in thousands) Total	Population (in thousands) Black	Percent Black	Segregation Index* (Dissimilarity) 1980	Segregation Index* (Dissimilarity) 1970
New York, NY	7,071	1,784	25	75	77
Chicago, IL	3,003	1,197	40	92	93
Detroit, MI	1,203	759	63	73	82
Philadelphia, PA	1,688	639	38	88	84
Los Angeles, CA	2,967	505	17	81	90
Washington, DC	638	448	70	79	79
Houston, TX	1,594	440	28	81	93
Baltimore, MD	787	431	55	86	89
New Orleans, LA	557	308	55	76	84
Memphis, TN	646	308	48	85	92
Atlanta, GA	425	283	67	86	92
Dallas, TX	904	266	29	83	96
Cleveland, OH	574	251	44	91	90
St. Louis, MO	453	206	46	90	90
Newark, NJ	392	192	58	76	76
Oakland, CA	339	159	47	59	70
Birmingham, AL	284	158	56	85	92
Indianapolis, IN	701	153	22	83	90
Milwaukee, WI	636	147	23	80	88
Jacksonville, FL	541	137	25	82	94
Cincinnati, OH	385	130	34	79	84
Boston, MA	563	125	22	75	86
Kansas City, MO	448	123	27	86	90
Richmond, VA	219	112	51	79	91
Gary, IN	152	106	71	88	84
Nashville, TN[b]	456	106	23	80	90
Pittsburgh, PA	424	102	24	83	86

*Segregation measures are based upon the census count of black and nonblack persons in each city block.

[b] Census data for Nashville in 1980 include all of Davidson County.

Source: Karl Taeuber, Racial Residential Segregation, 28 Cities, 1970-1980. Madison: University of Wisconsin (March, 1983), Table 1.

The strategy for providing housing under the Section 8 program met with some difficulty that was not anticipated by its framers: namely, (1) the program ignored the shortage of decent housing that may exist in response to increased demand, (2) it did not take into consideration possible discrimination based on race, sex, number of children, and welfare status, and (3) landlords objected to the "fair market rent" ceilings that were determined by the U. S. Department of Housing and Urban Development (Hartman, 1975; Bullard, 1978). The rent ceiling issue became especially critical in those areas where demand for market apartments was high and vacancy rates were low (e.g., areas experiencing housing shortages).

The historical patterns of racial and economic segregation are often perpetuated by the Section 8 housing program. Black program participants, for example, generally secure housing in predominately black neighborhoods, while white program participants secure housing in neighborhoods where their race predominates. A large share of black Section 8 tenants secure housing in high density lower-income areas where housing is often deteriorating, deficient, and abandoned. Overall, the Section 8 program has had a minimal impact in reversing residential housing segregation (See Bullard, 1978: 364-365; Bullard, 1984: 341-351).

Other governmental efforts to expand the housing opportunities for lower and moderate income and minority households have acheived mixed results. For example, HUD's Regional Housing Mobility Program, Area Housing Opportunity Program and similar efforts to promote "spatial deconcentration" (i.e., limiting the number of subsidized housing units in neighborhoods that have high concentrations of minority and lower-income households) have met resistance from both central city blacks and suburban whites. The HUD policy of limiting the number of new subsidized family developments constructed in "impacted" neighborhoods appears to be subsidizing market apartments in suburban areas for residents of the suburbs. Barriers to free choice often exist for many central city families who need subsidized housing but must relocate to the suburbs. The problems of informal residency preferences, inadequate transportation, selective marketing techniques, and the lack an adequate number of large size apartments (e.g., two and three bedroom units) have restricted the number of families in federally subsidized family developments. As few subsidized family developments are being built in inner-city Black neighborhoods, the choice of these residents is limited largely to the aging and shrinking housing stock in the nation's central cities (Bullard and Tryman, 1980; Bullard, 1984).

inadequate housing is disproportionately clustered in central city neighborhoods where over one-half of all poor black families live. Nearly one-third of all metropolitan housing units are located in central cities, but approximately one-half of all inadequate metropolitan housing units are located there. Housing inadequacy has been increasing in the nation's large urban areas. Nearly 25 percent of all rental units and 20 percent of all owner-occupied units suffer from one or more significant deficiencies. The problem is even more revealing when one compares "high needs" (e.g., many of the "Snowbelt" cities) and "low needs" (e.g., many of the "Sunbelt" cities) cities. Between one-fourth and one-third of the housing stock in "high needs" cities are deficient, while less than one-fourth of the occupied housing units in "low needs" cities are deficient (U. S. Department of Housing and Urban Development, 1980).

Home Ownership Trends

Home ownership continues to be an integral part of the "American Dream." The United States has made tremendous strides in the area of promoting home ownership. Prior to World War II, the U. S. was primarily a nation of renters; only 45 percent of all housing units in the nation at that time were owner-occupied housing. At present, over two-thirds of the nation's households own their homes. The shift from a nation of renters to that of home owners has not been equally distributed across all population groups. This is partitularly true for the poor, blacks and other minorities. Specifically, blacks as a group have not fully shared in the benefits that accrue to home ownership. Black home ownership rates have continued to lag behind that of whites.

Black home ownership rates have increased over the past four decades. Only 23 percent of black households owned their homes in 1940 as compared to 46 percent of whites. The 1960 home ownership rates increased to 38 percent for blacks and to 64 percent for whites. The decade of the seventies saw the home ownership rates for blacks increase to 42 percent in 1970 and 44 percent in 1980; white home ownership rates were 65 percent in 1970 and 68 percent in 1980 (U. S. Bureau of the Census, 1979: 136; U.S. Bureau of the Census, 1983: 20-23). The major factors which contributed to boosting home ownership include rising incomes, high rates of marriage and household formation, and federal government programs designed to facilitate home ownership.

Black home ownership is growing at a faster rate than for whites. Black home owners numbered around 2.6 million in 1970 and 3.7 million in 1980, or a 45 percent increase. On the other hand, the number of white home owners rose from 37 million to 46.7 million (or a 26 percent increase) between 1970 and 1980 (Matney and Johnson, 1983: 20). Black home ownership rates also vary by region. Black home ownership is greatest in the southern United States. This regional difference has existed for some time. The gap in black ownership by region has actually widened in the past four decades as a result of greater gains made in home ownership by southern blacks. Over 24 percent of blacks in the South owned their homes in 1940 as compared to 19 percent in the North and West. The rates in 1960 showed that 42 percent of southern blacks and 35 percent of the blacks in the North and West owned their homes. Comparable figures for 1970 reveal that 47 percent of southern blacks and 36 percent of blacks in the North and West were home owners (U. S. Bureau of the Census, 1979: 136-138). The 1980 black home ownership rates also varied by region with over one-half of southern blacks owning their homes; this compares with the black home ownership rate of 44 percent in the North Central region, 40 percent in the West, and 31 percent in the Northeast region (See Table 2).

(Table 2 about here)

Home ownership rates increase substantially as families move up the economic ladder. For those blacks who have incomes greater than $20,000, nearly three-fourths own their homes as compared to the eighty-five percent home ownership rate for all households with comparable incomes (U. S. Department of Housing and Urban Development, 1980: 523). The median income for America's families more than doubled

Table 2
Home Ownership Rates by Census Region (1980)

Census Region	Home Ownership Rate (in percents) All Households	Whites	Blacks
United States	64.4	67.8	44.4
Northeast	59.0	63.3	31.1
North Central	68.8	71.6	44.1
South	67.0	70.7	50.5
West	60.3	72.4	39.9

Source: U. S. Bureau of the Census, State and Metropolitan Area Data Book 1982. Washington, D.C.: Government Printing Office, 1982, Table C.

between 1967 and 1969, while the price of homes more than tripled over the same period. The changing housing market has far reaching impacts on families who would like to realize the dream of home ownership. The nature of housing demand has been altered in recent years as home ownership has become less fiancially possible for a large segment of the nation's young "nesters" or the "baby boom" generation (See Hewitt, 1980: 17-19; Jones, 1980: 270-279).

Black home ownership in America is inextricably linked to both race and economic conditions. Blacks as a group continue to pay a higher proportion of their income for housing, they are more likely to live in older and/or inadequate residences, and they are less likely to own the housing in their neighborhoods (Blackwell, 1975: 143; Harris, 1979: 139-148). Housing affordability is not limited to black households. However, blacks are differentially affected because of their large "underclass" which is locked in poverty. One-third of the nation's black families and one-half of all white families could afford the average price of a house in 1975 which sold for $36,750. The figures for 1979 show that less than one-fourth of the country's black families and less than one-half of the nation's white families could afford the average house which sold for $57,000. An even smaller percentage of the nation's families could afford the price of a new home in 1979. Only 10 percent of the nation's black families and 15 percent of white families could afford the average price of a new house in 1979 which sold for more than $70,000 (Clay, 1981: 93).

Much of the new housing constructed in the 1970s occurred in the suburbs with little building taking place in the central cities. Many lower-income and minority neighborhoods were passed over by the housing "boom" of the seventies. The end result of these market factors have left many black and lower-income areas in a state of incipient decline (See Bullard, 1979, 1980, 1983, 1984; Bullard and Pierce, 1979; Bullard and Tryman, 1980a). The demand for one-family homes has resulted in suburban areas obtaining a larger share of new housing construction. Houses constructed in central cities, for example, accounted for 36 percent of new construction in 1970 but only 29 percent in 1978. This is not a small point since over 60 percent of the nation's blacks lived in central cities in 1980, an increase of 13 percent over 1970 (Matney and Johnson, 1982). Restricting black households to older inner-city neighborhoods reduces their prospects of home ownership; only 36 percent of central city blacks are home owners, while over 50 percent of suburban blacks own their homes.

Black home ownership rates and growth in housing for selected metropolitan areas (e.g., SMSAs with large concentrations of blacks) are presented in Table 3. Variations are also found in black home ownership rates in the nation's large metropolitan areas. The highest black home ownership rates were found in the Jacksonville, Philadelphia, Kansas City, Gary, Birmingham and Detroit metropolitan areas. Blacks were least likely to own their homes in the New York, Boston, and Newark metropolitan areas.

(Table 3 about here)

The nation's 50 largest metropolitan areas gained over 7.6 million housing units in the 1970s, compared to a population gain of only 6.7 million. The growth of housing units by census region reveals that the South added over 2.9 million housing units, the West added 2.5 million units, the North Central region added 1.3 million units, and the Northeast added 959,000 units in the seventies. While most of the nation's metropolitan areas experienced growth in their housing stock in the seventies, the greatest increases occurred in the South and West. The southern "Sunbelt" is a classic example of this housing boom. Housing construction in many growing cities barely kept pace with the housing demand. The Houston SMSA, for example, added over 487,000 new housing units in the seventies, or a 72 percent increase.

High demand contributed to the spiraling housing costs. The value of owner-occupied housing rose most rapidly in metropolitan areas where demand for home ownership was strongest: namely, the South and West. The days of cheap

Table 3

Home Ownership Rates and Housing Gains in Selected Metropolitan Areas (1980)

SMSA	1980 Home Ownership Rate (in percents) Total SMSA	Blacks	Housing Units (in thousands) 1980	1970	% Change
New York	31.0	18.4	3,676	3,584	2.6
Chicago	57.3	33.5	2,630	2,294	14.7
Detriot	71.2	52.8	1,590	1,401	13.5
Philadelphia	67.8	53.6	1,757	1,539	14.2
Los Angeles	48.5	39.2	2,854	2,542	12.3
Washington, D.C.	54.3	37.1	1,181	952	24.1
Houston	58.8	47.2	1,160	673	72.4
Baltimore	60.0	36.4	799	657	21.6
New Orleans	53.8	35.2	455	346	31.6
Memphis	60.3	47.3	332	256	29.8
Atlanta	61.4	41.8	769	515	49.2
Dallas-Ft. Worth	62.3	46.6	1,174	810	45.0
Cleveland	64.5	42.7	733	677	8.3
St. Louis	68.2	47.7	895	801	11.7
Newark	56.3	28.3	708	661	7.0
San Francisco-Oakland	53.1	37.6	1,337	1,130	18.3
Birmingham	67.6	52.9	320	254	26.2
Indianapolis	65.2	47.7	451	370	21.9
Milwaukee	60.1	34.5	520	449	15.9
Jacksonville	65.4	54.0	290	174	66.6
Cincinnatti	62.7	35.3	529	454	16.6
Boston	53.2	23.0	1,043	936	11.4
Columbus, OH	60.2	43.3	424	330	28.5
Kansas City	66.4	52.4	530	443	19.5
Richmond	63.6	49.5	241	140	41.7
Gary-Hammond	69.2	52.9	227	193	17.6
Nashville-Davidson	65.1	45.4	319	231	38.4
Pittsburgh	69.0	40.0	874	790	10.7

Source: U.S. Bureau of the Census, State and Metropolitan Area Data Book 1982. Washington, D.C.: Government Printing Office, 1982.

land and cheap mortgages appear to long gone. Much of the past growth in housing was due primarily to low interest rates, low down payments, and tax incentives for home ownership. The tax incentives have proven to be especially important in the housing market. The federal income tax structure provides a housing subsidy for mainly middle-income home owners. This subsidy amounted to over $25 billion dollars in tax credits in 1979; this was more than ten times the $2.5 billion budget for all federal housing subsidy programs (Clay, 1981: 107).

The bulk of the single-family homes which were built in suburbia opened up housing opportunities primarily for whites, higher income households, and former home owners who had accumulated equity capital to finance down payments (Wilson, 1979: 74-79; Lake, 1979: 142-156; Bullard, 1983: 19-31). Recent suburbanization data show that some 19 percent of the nation's blacks live in the suburbs as compared to 43 percent of whites. While blacks have been moving into the suburbs in larger numbers, they comprise only 6 percent of the suburban population in the United States. Black who make the move to the suburbs do fare better than their central city counterparts in terms of living in newer and better quality housing, and in upgrading their general housing condition. However, suburban residence by blacks does not automatically translate into home ownership.

The black suburbanization trends reveal the following: (1) black-owned homes are more likely than white-owned homes to shift to renter occupancy, (2) white home buyers are more likely than black home buyers of suburban homes to have equity capital from previous home sale; and (3) black-owned suburban homes are more likely than white-owned homes to yield lower equity returns upon tranfer to another household (Lake, 1979: 142-156). Recent trends also show that lower and moderate income blacks are being re-segregated in the suburbs. Black suburbanization, in a sense, has often meant successive spillover from black neighborhoods or the extension of the segregated housing pattern which typified the central city (See Grier and Grier, 1977; Clay, 1979; Nelson, 1979; Lake, 1981; Bullard, 1983; Long and DeAre, 1981; U. S. Department of Housing and Urban Development, 1981). Many of the problems which have been associated with life in the central city (i.e., crime, crowding, and physical decline of the housing stock) have become problems that more and more suburban residents face in their daily lives (Joint Center for Political Studies, 1982: 62).

Persisting Barriers

Over forty years of federal housing policies, programs, and legislation have not eliminated housing discrimination. Title VI of the Civil Rights Act of 1964 and Title VIII of the Civil Rights Act of 1968 (e.g., the Fair Housing Act) are two major pieces of federal legislation designed to remove the barriers to free choice in the housing market. Discriminatory practices complicate the housing search for millions of minority families. The various forms of discrimination have contributed to the decline of many inner-city neighborhoods and continue to deny a substantial segment of the American society a basic form of wealth accumulation and investment through home ownership.

The practices of refusing to sell or lease housing to blacks, coding records and applications to indicate racial preferences of landlords, selective marketing and advertizing, racial steering, redlining, and threats or acts of intimidation are still problems that confront black households in their housing search (U.S. Department of Housing and Urban Development, 1979: 69). Fair housing laws have not been enforced by the same means used to obtain compliance with other laws (Taeuber, 1975; Saltman, 1979). Recent efforts to strengthen the Fair Housing Act of 1968 have fallen short. As decent and affordable housing becomes scarce, and as housing markets constrict, discrimination is likely to increase.

Families with children are also encountering problems obtaining decent housing. If a family is black, female-headed, or a large household with children, the chances of being poorly housed increase substantially. This problem is especially acute in the rental market. Over one in four rental units in the United States did not allow children in 1980 compared to one in six units built prior to 1975 (Marans, et al., 1980: 71). Exclusionary and restrictive policies against families with children are greatest in recently constructed housing developments and in high quality residential areas. The no children practices tend to place undue restrictions and limitations on the choices that are available to black and other minority families which tend to be larger than the average family (Greene and Blake, 1980: 34). These exclusionary practices reinforce segregated housing by race, age, and sex (Ashford and Eston, 1979).

Black home seekers generally must expend more time, effort, and resources than whites for the same end (Lake, 1981: 173; Krivo, 1982: 459; Feins and Bratt, 1983; 344). Realtors and lending institutions often serve as "gatekeepers" in distributing residential packages (Pearce, 1979: 325-342). The number of black home owners would probably be higher in the absence of discrimination by lending institutions. The U. S. Department of Housing and Urban Development (1978) documented that affluent blacks (e.g., households with incomes of $25,000 or above) were more than twice as likely to be denied mortgage loans when compared to their white counterparts with similar assets and economic backgrounds. Logan and Schneider (1984: 723-724) suggest that discriminatory practices in the housing industry may be declining for blacks who can afford to move into the suburbs. However, these changes have little impact on the vast majority of blacks who live in the nation's central cities.

The federal commitment to enforcement of fair housing laws appears to have weakened in recent years. Financial and manpower support to "rigorously pursue fair housing efforts have been inadequate" (U.S. Commission on Civil Rights, 1979: 230). There is a growing sentiment at the federal level that special efforts are no longer needed to assure equal opportunity in housing for lower-income and minority households. Civil rights violations in the area of fair housing continue to go uncorrected which signal a low priority accorded to enforcement of the current laws (U.S. Commission on Civil Rights, 1979: 6). The federal government working alone can not eliminate housing discrimination. Efforts to strengthen federal fair housing laws must work cooperatively with state and local fair housing agencies and incorporate strong enforcement measures and provisions (James, et al., 1984: 142).

Housing and Houston's Black Community

Neighborhoods in American cities are not randomly scatered over the urban landscape. The social and spatial groupings that emerge in urban areas are a result of the "distribution of wealth, patterns of racial and economic discrimination, access to jobs, housing, real estate practices, and a host of other variables" (Lineberry, 1977).

Houston has long been considered a boomtown of the southwest. The Houston metropolitan area was comprised of over 2.89 million persons in 1980 of which over 521,512 (18.2%) were black. The city of Houston includes some 1.6 million persons with over 440,257 black (about 28 percent) of the city population. The city's minority community (e.g., blacks and Hispanics) comprised over 45 percent of the city's population in 1980 (U.S. Bureau of the Census, 1982: 38a). Houston's black community was the fastest growing black community in the South; the city's black population grew by over 39 percent between 1970-1980. Houston's black community also has the unique status as the largest black community in the South.

The Houston metropolitan area led the nation in housing starts in the decade of the seventies. Over 487,000 new housing units were built in the area between 1970 and 1980 (a 72.4 percent increase). Much of the new housing units were constructed in the suburbs with only moderate construction taking place in inner-city minority areas. Many lower-income and minority neighborhoods were passed over during the peak period of Houston's housing boom. A case in point is Houston's Fourth Ward or Freedmen's Town, the oldest black neighborhood in the city. Following the Civil War, thousands of newly freed slaves moved into the Fourth Ward to found the Freedmen's Town neighborhood. The neighborhood became the center of black social, cultural, political, and economic life for black Houstonians. Black settlers had acquired much of the land in Freedmen's Town by the 1860s. However, the 1920s and the years of the Great Depression saw a steady decline in owner-occupancy rates in the neighborhood. By 1980, less than 5 percent of the housing in the neighborhood was owner-occupied. For the most part, the Fourth Ward has become an area of elderly, blacks, renters, and lower-income persons which heighten the prospects of wholesale displacement of incumbent residents from the neartown area. The neighborhood is and has been under "seige" for some time.

In addition to the Fourth Ward, two other wards have special historical meaning for Houston's black community. The Third and Fifth Wards have a rich history. These two neighborhoods emerged as mostly black neighborhoods as a result of increased housing demands and pressures in the post World War II era. Blacks in the 1960s began to move southward from the Third Ward and northward from the Fifth Ward; the concentration of the city's black community along this corridor can still be found today. Houston's black population while growing in size has also become more spatially decentralized over the past three decades (See Figures 1, 2, and 3).

The boundaries of the city's black community have been extended beyond the traditional black areas away from the central business district. However, blacks remain residentially segregated from whites. The 1980 segregation index (i.e., index of dissimilarity) revealed that over 81 percent of the city's blacks lived in predominately black neighborhoods; over 93 percent of the city's blacks lived in predominately black areas in 1970 (See Taeuber, 1983: 3).

(Figures 1, 2, and 3 about here)

Houstons's black community is located in a broad belt that extends from the south central and southeast portions of the city into the north central and northeast sections of the city. The black population is largely located on the eastern one-half of the city with smaller enclaves in northwest and southwest Houston. While blacks have been moving into Houston's suburbs in the past two decades, their share of the suburban residents has actually declined. For example, the black share of Houston's suburban population dropped from 12.9 percent in 1960 to 6.8 percent in 1970; blacks comprised only 6.2 percent of Houston's suburban population in 1980. The 80,000 blacks in Houston's suburbs represent by far a smaller number than might be expected from the size of the central city black population of more than 400,000 (See Nelson, 1979: 5; Long and DeAre, 1981: 20; Bullard and Pierce, 1979: 60-67; Bullard, 1984: 341-351).

The black suburbanization trend has often meant successive "spillover" from predominately black "wards", or an extension of the segregated housing pattern that has typified the central city. Black Houston residents often become resegregated or "ghettoized" in suburbia. In other

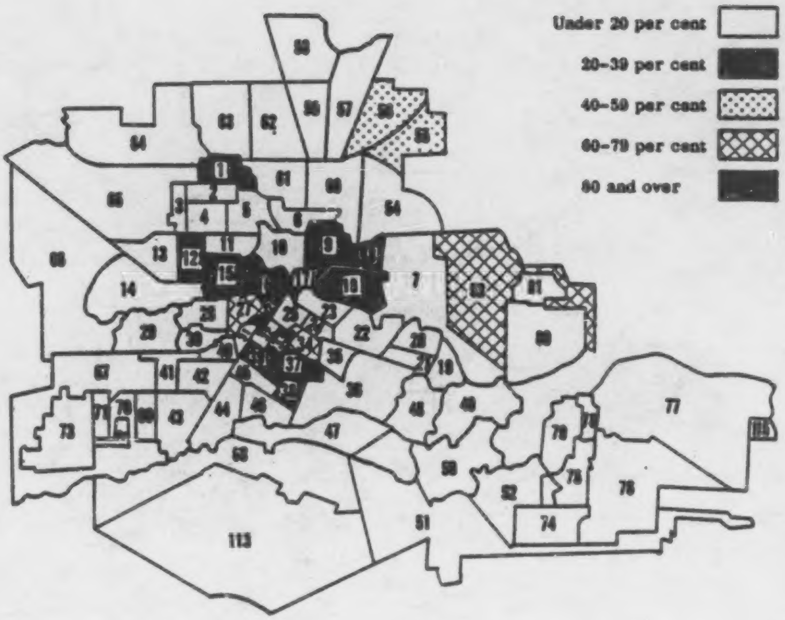
Under 20 per cent
20-39 per cent
40-59 per cent
60-79 per cent
80 and over

FIGURE 1. Black Population in Houston Census Tracts (1960)

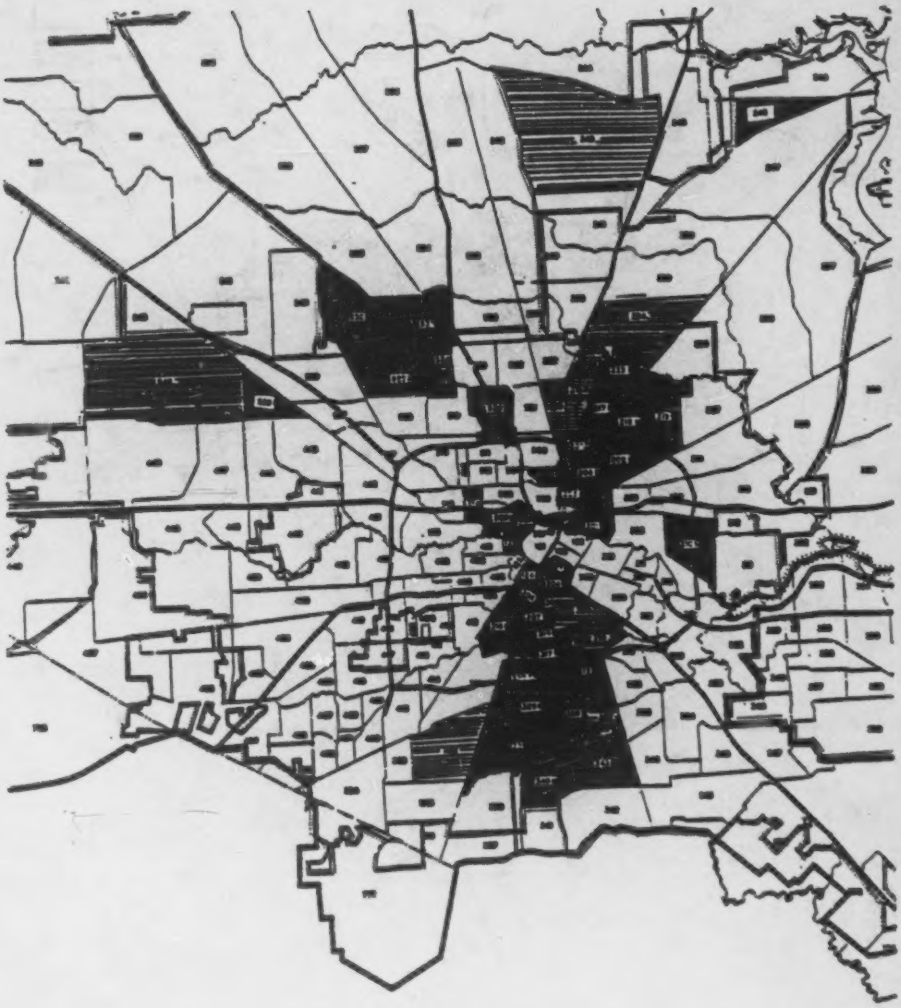

FIGURE 2. Black Population in Houston–Harris County (1970)

Percent Of Blacks In Census Tracts

■ 50% Or Over

▨ 20—49%

☐ Under 20%

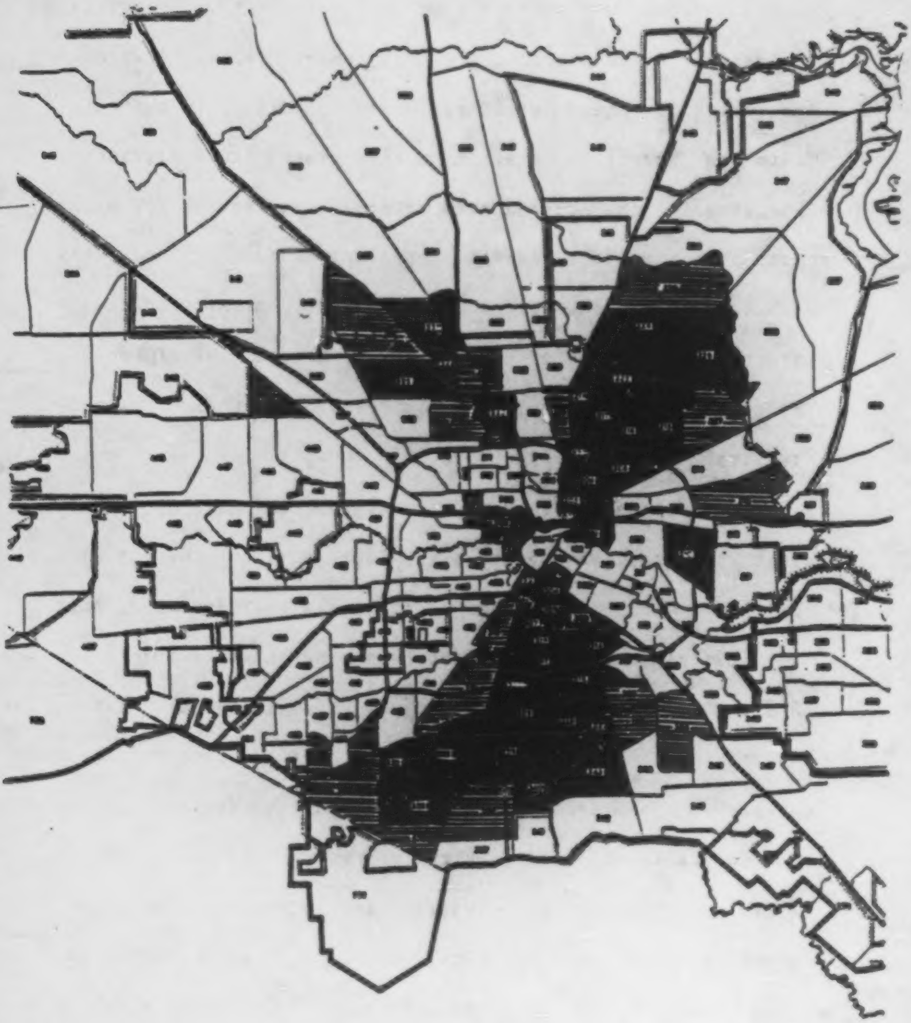

FIGURE 3. Black Population In Houston — Harris County (1980)

Percent Of Blacks In Census Tracts

▨ 50% Or Over

▨ 20—49%

☐ Under 20%

cases, older black suburban enclaves (i.e., Riceville, Bordersville, Carvercrest, Acres Homes, etc.) have been encircled by new residential and commerical construction with few amenities benefitting the nearby black residents. For example, the Houston city council annexed the all-black Riceville community in 1965. However, as late as 1982, this small black community in the rapidly growing southwest sector of Houston did not have running water, sewer or gas connections, sidewalks, paved streets, or regular garbage service.

The Bordersville community is another case of an area that has been systematically left out of the economic picture. Bordersville is an all-black neighborhood that grew out of an old sawmill settlement or "sawmill quarters". Houston annexed this northeast community in the mid-sixties as part of its bustling airport (i.e., Intercontinental Airport). The problems in this all-black neighborhood are not unlike those found in Riceville which lies nearly thirty miles to the south: namely, the lack of running water, sewer lines, paved streets, regular street repairs, and other neighborhood amenities that other Houstonians take for for granted. Moreover, increased pressure has come to bear on the neighborhood as it straddles one of the most affluent areas of Houston, the FM 1960 area, and the rapidly growing north Harris County areas near Houston s airport.

Many of the city s inner-city minority neighborhoods continue to lose residents as well as a substantial portion of their housing stock for low and moderate income households. Most noticeable, neighborhood decline is manifested through an increasing number of boarded up and abandoned buildings and empty lots which dot many of the city's inner-city neighborhoods. Limited income is a major factor which prevents many residents in these areas from competing for housing in the open market. Thus, families with limited incomes are caught between rising housing costs and a dwindling supply of decent and affordable housing in Houston's inner-city areas.

Assisted Housing

The U. S. Housing Act of 1937 and subsequent Texas enabling legislation led to the establishment of the Housing Authority of the City of Houston (HACH). The city's housing authority is responsible for construction of housing under the low-rent housing program. A two-pronged approach was used in carrying out the early mission of the local housing authority: (1) to clear slums and "blighted areas, and (2) to provide decent, safe, and sanitary housing (Housing Authority of the City of Houston, 1940). The early housing authority boards emphasized the slum clearance provision. Land acquisition for public housing projects was often mired in controversy. Allegations and charges were publicized in the Houston Post in 1940 that the city's housing authority board used slum clearance to "capitalize on poverty" and drive a bargain in Houston's blighted neighborhoods as the Third, Fourth, and Fifth wards.

Today, Houston's housing authority is the largest of the forty public housing authorities in the Houston-Galveston area. The Houston Housing Authority had a total of 9,893 units of subsidized housing in its 1983 inventory. A breakdown of the Housing Authority's subsidized units indicates that it owned and managed 4,077 units of public housing in fifteen development scattered across the city. The housing authority's Section 8 Housing Assistance Payments Program provided rent subsidies for an additional 5,816 housing units. The local housing authority, in all, served over 25,000 persons in 1983 (Housing Authority of the City of Houston, 1984: 3).

The need for additional units of low-rent and assisted housing in Houston far exceeds the current supply. At least one-fifth of the city's more than 600,000 households are inadequately housed and could qualify for some type of housing assistance (Houston Community Development Office, 1979). The Houston Housing Authority for the past five years has averaged over 5,000 person on its waiting list for public housing. Conventional public housing construction in Houston received a major setback in 1950 when a referendum passed which limited the number of public housing units. Few public housing developments were built in the city between 1952 and 1975. The passage of the local public housing referendum is a major contributing factor in determining the current size of the city's public housing stock. The number of public housing units in Houston lags behind those of comparable size (see Table 4). A 1982 Houston Chronicle survey revealed that Houston ranked seventh on the number of public housing units but was the nation's fourth largest city in terms of population.

(Table 4 about here)

The city's aging and rapidly deteriorating public housing stock represents an additional problem to the local housing authority in its effort to provide decent, safe, and sanitary housing for low and moderate-income families. These problems are exacerbated by dwindling financial resources, weakened political commitment, and the growing citizen opposition to public housing. Public housing has become a volatile political issue that has the potential of creating protests from both suburban whites as well as inner-city blacks. White suburbanites fear their neighborhoods will be targets for low-income public housing developments as a result of the federal government site selection policies which restrict new subsidized units in "impacted" areas (i.e., neighborhoods with large concentration of minorities and low-income residents); suburban residents also fear that lower-income housing projects would adversely affect their property values and the overall quality of life in their respective

Table 4
Number of Public Housing Units in the
Ten Largest U. S. Cities - 1982

City	No. of Units	Ranking of Units by Size	Ranking of Population by Size*
New York	207,647	1	1
Los Angeles	26,000	3	2
Chicago	47,000	2	3
Houston	9,500	7	4
Philadelphia	25,000	4	5
Detroit	10,500	6	6
San Antonio	14,000	5	7
Dallas	8,000	8	8
Phoenix	1,800	9	9
San Diego	340	10	10

*Unofficial population ranking in 1982.

Source: Houston Chronicle, August 8, 1982.

neighborhoods. Black inner-city residents, on the other hand, fear that public housing developments are being programmed for failure through a policy of neglect and site locations away from the people who need assisted housing the most (i.e., lower-income households).

The historical development of Houston's public housing projects can be traced to the policy of building separate or segregated housing units for whites and blacks. The location of the city's older public housing developments largely reflects the city's racially segregated housing pattern. On the other hand, the "spatial deconcentration" or site selection policy of the U.S. Department of Housing and Urban Development has contributed in recent years to the construction of assisted housing in "nonconcentrated" areas of the city and in the suburbs.

The location of the Houston Housing Authority's 15 developments is presented in Table 5. The city's black neighborhoods continue to have a substantial share of the city's pubic housing stock. Specifically, eight of the fifteen public housing developments are located in majority black census tracts. Moreover, there is a discernable pattern of the location of developments for "families" and developments for the "elderly." Houston's public housing developments that are designed for families tend to be located on the eastern half of the city. On the other hand, elderly developments are located in each quadrant of the city (southwest, northwest, and southeast) with the exception of northeast Houston (See Table 5).

(Table 5 about here)

It is becoming increasingly difficult to build public housing in Houston. A case in point is the 1984 decision by the Houston Housing Authority to approve the construction of two family developments in predominately white neighborhoods. The housing authority approved the construction of a $5 million 105 unit low-income housing development in the Westbury area. The census tract in which the proposed project was to be built had an ethnic composiiton of 84 percent white, 9 percent black, and 7 percent Hispanic. The selection of the mostly white neighborhood in southwest Houston triggered protests, demonstrations, and legal action. The proposed project was ultimately killed after the developer had problems securing the $5 million loan to begin construction. Citizen opposition to the proposed development influenced the housing authority to later revise its application to the U.S. Department of Housing and Urban Development from a family development to one that would house elderly persons. An elderly development on the proposed site in the Westbury area would likely generate less controversy than the original proposal for a family development. Historically, the city's assisted family developments are comprised of minority tenants (i.e., blacks, Hispanics, and Indochinese),

Table 5
Houston Housing Authority Developments - 1983

Development	Houston Location	Number of Units	Percent Black in Census Tract*
Family			
Allen Parkway Village	Southwest	1,000	63.4
Clayton Homes	Southeast	348	17.3
Cuney Homes	Southeast	564	99.4
Ewing	Southeast	42	47.2
Forest Green	Northeast	100	78.8
Irvington Village	Northwest	318	6.2
Kelly Village	Northeast	333	94.3
Kennedy Place	Northeast	60	94.3
Lincoln Park	Northwest	264	60.6
Long Drive	Southeast	100	1.3
Oxford Place	Northwest	230	4.3
Wilmington House	Southeast	108	99.5
Elderly			
Bellerive	Southwest	210	4.7
Lyerly	Northwest	200	56.5
Telephone Road	Southeast	200	35.4

*Percentages are based on 1980 Census figures.

Source: Housing Authority of the City of Houston, Annual Report (1984).

while the low-rent elderly housing developments are occupied primarily by whites (Bullard and Pierce, 1979: 65).

Another case involved a proposed public housing development slated to be built in northwest Houston. A $3.5 million 80 unit public housing development was approved in 1982 by the Houston Housing Authority for the predominately white Spring Branch area. The census tract in which the low-income housing development was to have been built is over 87 percent white, 4 percent black, and 9 percent Hispanic. Residents of the Spring Branch area were also able to garner enough support at the various levels to convince the developer not to purchase the land for the proposed project. The housing authority subsequently cancelled the controversial low-income family development planned for this middle-income neighborhood in northwest Houston. The Houston Housing Authority also met intense public opposition from its proposal to build a family development near Pasadena. However, the housing authority has been successful in fending off public opposition and litigation from residents of the nearby Pasadena community.

The ethnic composition of the city's assisted developments in 1976 and 1984 is presented in Tables 6 and 7. Households that were member of a minority group for both time periods (1976 an 1984) were more likely to be housed in family developments. Whites, on the other hand, comprised the vast majority of tenants in assisted developments designed for the elderly. However, the percentage of blacks and Hispanics in elderly designated developments did show a modest increase between 1976 and 1984.

(Tables 6 and 7 about here)

The future of Houston's Fourth Ward is often linked to the fate of one of the city's oldest public housing projects: Allen Parkway Village (Economic Research Associates, 1979). This linkage is highlighted by the commonly held belief that "as goes Allen Parkway Village, so goes the Fourth Ward." Allen Parkway Village has been the subject of much speculation as a result of the housing development's close proximity to the downtown area. The public housing project has experienced a dramatic change in its tenant population beginning in the mid-seventies. Blacks comprised sixty-six percent of the project tenant population in 1976, while Orientals made up only five percent of the project tenants. The black tenant population in Allen Parkway Village dropped to 34 percent in 1984 while the Indochinese (i.e., mostly refugees) tenant population increased to over 50 percent of the project in 1984. The housing authority's "replacement" policy (i.e., selecting Indochinese over blacks) was initiated in the mid-seventies. However, the period between 1976 and 1980 was the crucial era that established Allen Parkway Village as a project for "refugees" (See Table 8).

The political implication of the housing authority's

Table 6

Ethnic Composition of Houston Housing Authority Developments - 1976

		Ethnic Composition of Developments*				
Housing Development	No. of Units	Percent Black	Percent Hispanic	Percent White	Percent Oriental/ Other	Percent Black in Census Tract
Family						
Allen Parkway Village	1,000	66.0	3.0	26.0	5.0	84.3
Clayton Homes	348	58.0	32.0	3.0	7.0	18.4
Cuney Homes	564	99.0	1.0	-	-	99.0
Irvington Village	318	25.0	55.0	20.0	-	7.1
Kelley Village	333	100.0	-	-	-	99.1
Elderly						
75 Lyerly	200	7.0	4.0	89.0	-	43.3
Bellerive	210	1.0	4.0	95.0	-	0.1

*Ethnic composition of developments as of September, 1976 was calculated by the Houston Housing Authority.

*Census tract data are based on the 1970 census figures.

Table 7
Ethnic Composition of Houston Housing Authority Developments - 1984

Housing Development	No. of Units	Ethnic Composition of Developments[a]				Percent Black in Census Tract[b]
		Percent Black	Percent Hispanic	Percent White	Percent Oriental/ Other	
Family						
Allen Parkway Village	1,000	34.1	2.8	5.0	58.1	63.4
Clayton Homes	348	47.3	32.0	0.4	20.3	17.3
Cuney Homes	564	98.9	0.4	0.1	0.6	99.4
Irvington Village	318	28.9	60.2	9.9	1.0	6.2
Kelly Village	333	96.1	0.9	0.0	3.0	94.3
Lincoln Park	264	99.3	0.7	0.0	0.0	0.6
Oxford Place	230	87.9	6.5	5.1	0.5	4.3
Forest Green	100	100.0	0.0	0.0	0.0	13.7
Ewing	42	87.5	2.5	7.5	2.5	47.2
Kennedy Place	60	89.8	3.4	0.0	6.8	94.3
Wilmington House	108	98.1	0.0	0.0	1.9	99.5
Long Drive	100	74.0	22.0	3.0	1.0	1.3
Elderly						
75 Lyerly	200	16.2	19.7	64.1	0.0	4.7
Bellerive	210	5.7	20.0	72.9	1.4	56.5
Telephone Road	200	18.1	9.0	70.9	2.0	35.4

[a] Ethnic composition of housing developments as of August 31, 1984 was calculated by the Houston Housing Authority.

[b] Census tract data are based on the 1980 Census figures.

replacement policy is fairly obvious: The demolition of a public housing project that housed primarily Indochinese refugees would cause less political "fallout" than the same project which housed a predominately black tenant population. The city's black population constitutes a potent political bloc. The ethnic composition of the project remained stable in 1983 and 1984. However, only 528 apartments of the 1,000 unit development were occupied in August of 1984. The physical conditions of the forty year old Allen Parkway Village project has been rapidly deteriorating over the years to the point that most of the apartments in the development, (i.e., including many of the occupied units) are neither decent, safe, or sanitary.

(Table 8 about here)

A 1983 study of the project analyzed the future of the project along with development and housing options for the surrounding Fourth Ward neighborhood (Housing Authority of the City of Houston, 1983). The Housing Authority Board of Commissioners voted to demolish the project. Its proposal called for replacement units, elderly mid-rise housing in the Fourth Ward, and incentives to leverage additional low and moderate income housing units that might result from new construction housing on the 37 acre site as well future housing development within the larger Fourth Ward neighborhood.

Table 8
Ethnic Composition of Allen Parkway Village
for Selected Years

Year	Percent Black	Percent Hispanic	Percent White	Percent Oriental/Other	Percent Total
1976	66.0	3.0	26.0	5.0	100.0
1980	45.8	2.3	10.9	41.0	100.0
1983	33.1	2.0	6.9	56.3	100.0
1984	34.1	2.8	5.0	58.1	100.0

Source: Houston Housing Authority, Housing Management Division, Allen Parkway Village Summary Reports (1984).

Conclusion

While housing options for many Americans have improved over the past several decades, a sizable segment of the population continues to be ill-housed. Housing for low and moderate income families in recent years has reached a crises stage. The housing condition for many American households is severely complicated by spiraling rents and utilities, high interest rates, and rising construction costs. Minority households and families with children must also contend with institutional housing barriers. Housing discrimination continues to deny a significant portion of our population decent and affordable housing. Moreover, discrimination denies individuals a basic form of investment (through home ownership) and contributes to the decline of many inner-city neighborhoods.

It appears that minority and lower-income households can expect less from government in terms of housing subsidies and programs to stimulate housing production and home ownership. However, we are likely to see an intensification in the competition between incumbent residents of neartown inner-city neighborhoods and the more affluent "urban pioneers" for a dwindling supply of affordable housing. Sagging housing construction, scarce mortgage money, and spiraling energy and transportation costs make close-in neighborhoods even more attractive.

Finally, federally assisted housing appears to have been pushed down the national agenda. Few cities can afford to have their public housing taken out of the market. However, the nation's public housing developments are in such a state of disrepair that they are falling down of their own weight. This problem is a national disgrace. The weakened federal commitment to providing decent, safe, and affordable housing for low and moderate income households has left many housing authorities with extreme fiscal problems that are not likely to disappear in the near future. Additionally, the "politicization" of public housing site selecton (especially family developments) and citizen opposition further complicate the charge given local housing authorities. The eighties will likely be a crucial period for big-city housing authorities such as the one in Houston that will be faced with dwindling resources.

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Chairman **Gonzalez**. We have in his place Dr. John Gilderbloom. We had the honor of having him as a very valuable witness recently when we had subcommittee hearings in Washington on the housing needs of the Hispanics in the United States. And, also, Dr. Robert Fisher, associate professor of history at the University of Houston.

Thank you very much for being here, and we will proceed by recognizing—unless you have a time constraint, Dr. Fisher, we will recognize Dr. Gilderbloom.

Mr. **Fisher**. That is fine.

STATEMENT OF JOHN I. GILDERBLOOM, ASSISTANT PROFESSOR OF SOCIOLOGY, UNIVERSITY OF HOUSTON

Mr. **Gilderbloom**. Thank you. It is nice to see you again, Congressman Gonzalez. And I commend you for coming down here to Houston to hold these hearings.

Chairman **Gonzalez**. Isn't that where you live, Fort Worth?

Mr. **Gilderbloom**. No. I do not live in Forth Worth. I live and work in Houston.

My name is John Gilderbloom. I am assistant professor of sociology at the University of Houston. I have worked for numerous State, local, and national governments as a consultant in housing policy. My research in housing has been published in university academic journals and books. I am the recipient of several public policy research awards from the American Planning Associations, the Western Government Research Association, the Samuel A. May Award and, most recently, the Douglas McGregor Award. I am coauthor of the soon-to-be-published book, Dreams and Nightmares: America's Housing. And I am co-principal investigator of a $70,000 Ford Foundation grant to study Hispanic rental housing conditions in Houston and Los Angeles.

My testimony today will be a comparative examination of Houston's rental housing conditions. My testimony is fairly brief, with an extensive appendix of tables.

The Government has traditionally determined that a tenant is paying an excessive amount in rent whenever the proportion of a tenant's income going into shelter is more than 25 percent. According to this rule of thumb, more than half of Houston's renters, most of whom are low- and moderate-income families, are paying more than 25 percent of their income into rental housing. The Annual Housing Survey, which is probably the most reliable in terms of methodology and statistics, shows that close to ⅓ of Houston's renters pay more than 35 percent of their income into rent and almost ⅕ pay more than 50 percent of their income into rent.

The problem of excessive amounts of income going into rental housing is greatest for Houston's black renters. In table 1, data shows that over ⅗ pay more than 25 percent of their incomes into rent, and almost ⅓ of the black renter population pays more than 50 percent of their income into rent. For Hispanic renters, the problem is less severe than for blacks. Longitudinal trends indicate that between 1970 and 1983 the amount of renters' incomes going into rent rose dramatically. For example, in 1970 only 34 percent of the total renter population paid more than 25 percent of their income. Today, that total has now reached 50 percent, as previously noted. Similar trends are reflected for renters who are either black or of Spanish origin. Houston's exorbitantly high rent to income ratios mirrors the severe housing problems tenants face everywhere across the Nation as a whole.

Table 2 of my testimony shows that gross median rent as a percentage of income is at 26 percent for Houston. In 1970, Houston renters paid an average of 20 percent of their income into rent. In 1983, black renters paid an average of 33 percent of their income into rent, while Hispanic renters paid about 27 percent of their income into rental payments. Houston renters as a whole pay less of their income into rent compared to tenants nationally; it is somewhat lower. The same is true for Houston's Hispanic renters compared to Hispanics in other areas of the country. Houston's black renters, however, show no real differences in terms of income to rent ratios with black renters in other parts of the country.

Table 3, shows that gross median rents have risen dramatically in Houston as well as other parts of the country. Rents have almost quadrulpled in Houston since 1970, rising from an average of $112 a month in 1970 to $381 a month in 1983. The differences, I should note, are no different between central city locations and outside the central city. Houston's average median rent in 1983 is $77 higher compared to the rest of the Southern region and higher than any other region in the United States. Black and Hispanic renters in Houston appear to pay higher monthly rents than most of their counterparts in other areas of the country, with one exception, that the black renters on the west coast generally pay about $15 more.

Finally, table 4 shows that the amount of overcrowding in rental units has declined slightly since 1970 both in Houston and regions across the United States. In Houston, only about 9 percent of the renters lived in units that could be classified as overcrowded in 1983.

Houston's percentage of overcrowded rental units is somewhat higher compared to other regions in the country. Overcrowding of rental units is still a major problem for Hispanics in Houston as well as other regions of the country. Nationally, ⅕ of all Hispanic rental units can be classified as overcrowded. In Houston, 29 percent of all Hispanic rental households are overcrowded. Studies of overcrowding in the United States indicate that it can result in negative social, physical, and psychological impacts. The work of John Pynoos and Chester Hartman report that overcrowding may lead to an increase in stress, poor development of self, sexual conflict, lack of adequate sleep, poor work and school performance, and intrafamiliar tensions.

By most criteria, the current quality of housing in the United States is perhaps the best in the world and has improved greatly since 1940. Tables 5 and 6 attempt to measure the quality of rental housing, using the number of rooms in an average rental unit and the quality of plumbing. Table 5 shows that since 1970, the average amount of rooms per rental unit remain roughly the same. In Houston, an average of four rooms per rental unit exists, which reflects the national and regional trends as well. Table 6 shows that the percentage of rental units lacking some plumbing is less than 1 percent today in Houston. This represents an increase in the quality of housing in terms of plumbing since 1970. Roughly 4 percent of the housing lacks some essential plumbing. Houston has slightly better plumbing facilities in their rentals than units in other regions of the country. No substantive variation exists for blacks or Hispanics in terms of percentage of plumbing facilities missing in rental units.

In this brief paper, I have attempted to give an overview of current rental housing conditions in Houston, using both longitudinal and comparative data. My source was the Annual Housing Survey. The percentage of rentals overcrowded or lacking adequate plumbing has steadily declined. However, for Hispanics, overcrowding still remains a serious problem in Houston and elsewhere. Using Government guidelines, data from the Annual Housing Survey show that 50 percent of Houston's renters are paying too much rent. More than ⅗ of Houston's blacks are paying more than they can afford in rent. Current trends indicate that renters will increasingly pay larger and larger proportions of their income into rent. This in turn will call for greater rather than lesser Government aid for the rental housing market to address the needs of low- and moderate-income renters.

Thank you.

[An analysis by Mr. Gilderbloom follows:]

Houston's Rental Housing Conditions:
A Longitudinal and Comparative Analysis*

by

John I. Gilderbloom

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* Testimony presented to the Congressional Committee on Housing (October 14, 1985). The author wishes to acknowledge the assistance of Patricia Fowler in formulating many of the ideas and arguments in this paper. John Gartland and Anthony Greisinger were the hard-working research assistants who helped gather the data for this testimony. Without the assistance of the above individuals, this testimony would not have been possible. Thanks again to these people.

The government has traditionally determined that a tenant is paying an excessive amount in rent whenever the proportion of a tenant's income going into shelter is more than 25% (Comptroller General, 1979). According to this rule of thumb, more than half of Houston's renters—most of whom are low and moderate income families—are paying more than 25% of their income into rental housing (Table 1). The Annual Housing Survey shows that close to one-third of Houston's renters pay more than 35% of their income into rent, and almost one-fifth pay more than 50% of their income into rent.[1]

The problem of excessive amounts of income going into rental housing is greatest for Houston's Black renters. Table 1 shows that over three-fifths pay more than 25% of their incomes into rent, and almost one-half of the Black renter population pays more than 50% of its income into rent. For Hispanic renters the problem is less severe than for Blacks.

Longitudinal trends indicate that between 1970 and 1983 the amount of renters' incomes going into rent rose dramatically. For example, according to Table 1, in 1970 only 34% of the total renters population paid more than 25% of its income into rent, today it is 50%. Similar trends are reflected for renters who are Black or are of Spanish origin. Houston's exhorbitantly high rent-to-income ratio mirrors the severe problems tenants face everywhere across the nation as a whole.

Table 2 shows that the gross median rent as a percentage of income is at 26% for Houston. In 1970 Houston tenants paid an average of 20% of their incomes into rent. In 1983 Black renters pay an average of 33% of their income into rent, while Hispanic renters pay about 27% of

TABLE 1

GROSS RENT AS PERCENTAGE OF INCOME

*	ALL				BLACK				HISPANIC			
	'83	'70	'83	'70	'83	'70	'83	'70	'83	'70	'83	'70
US	TOTAL		Central City		TOTAL		Central City		TOTAL		Central City	
25	.55	.36	.60	.40	.61	.43	.64	.45	.59	.36	.60	.38
35	.35	.23	.40	.26	.41	.29	.44	.30	.42	.22	.43	.23
50	.22	NA	.25	NA	.27	NA	.29	NA	.26	NA	.28	NA
60	.16	NA	.19	Na	.21	NA	.22	NA	.19	NA	.25	NA
NE (Northeast)												
25	.56	.36	.59	.37	.64	.43			.64	.38		
35	.37	.23	.40	.24	.43	.29			.49	.23		
50	.23	NA	.26	NA	.26	NA			.33	NA		
60	.17	NA	.19	NA	.19	NA			.26	NA		
MW (Midwest)												
25	.54	.36	.60	.39	.65	.45			.64	.31		
35	.35	.23	.41	.26	.49	.31			.47	.19		
50	.22	NA	.27	NA	.33	NA			.31	NA		
60	.17	NA	.21	NA	.26	NA			.24	NA		
S (South)												
25	.50	.35	.56	.40	.57	.41			.51	.33		
35	.31	.22	.37	.25	.36	.27			.36	.20		
50	.18	NA	.22	NA	.24	NA			.22	NA		
60	.14	NA	.17	NA	.19	NA			.18	NA		
W (West)												
25	.60	.41	.65	.45	.67	.49			.60	.37		
35	.38	.26	.41	.29	.45	.33			.40	.23		
50	.23	NA	.26	NA	.29	NA			.21	NA		
60	.17	NA	.20	NA	.21	NA			.15	NA		
H (Houston)												
25	.50	.34	.49	.37	.61	.45	.62	.45	.53	.29	.55	.30
35	.31	.21	.31	.23	.46	.30	.46	.30	.32	.16	.35	.16
50	.18		.16		.28		.29		.16		.18	
60	.14		.13		.22		.23		.12		.13	

Key: *: Gross rent as a percentage of income: 25 = percentage of households paying more than 25% of more of their income into rent; 35 = percentage of households paying more than 35% or more of their incomes into rent; 50 = percentage of households paying more than 50% or more of their incomes into rent; 60 = percentage of households paying more than 60% or more of their incomes into rent.

US: United States

Table 1 Sources: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES: A-8, A-10, F-8, A-2, B-2, C-2, D-2, E-2 F-10;
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9 Figures compiled by research assistants John Gartland and Anthony Greisinger

TABLE 2

Gross Median Rent as Percentage of Income

		ALL			BLACK		HISPANIC	
		1983	1970		1983	1970	1983	1970
U.S.	Central City	31	21		33	23	33	21
	Total	32	23	Total	32	23	32	20
N.E.	Central City	30	20					
	Total	29	20	Total	32	23	35	21
M.W.	Central City	31	21					
		28	20	Total	36	23	34	18
S.	Central City	29	22					
	Total	27	20	Total	30	23	29	20
W.	Central City	32	24					
	Total	30	22	Total	33	26	32	21
H.	Central City	26	21		34	24	28	19
	Total	26	20		33	24	27	18

US: United States
NE: Northeast
MW: Midwest
S: South
W: West
H: Houston

Source: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES: A-8, B-2, F-10, C-2, F-8, D-2, A-2, A-10, E - 2
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9; B-2, B-7, B-9 Figures compiled by research assistants John Gartland and Anthony Greisinger

income in their rental payment. Houston renters as a whole pay less of their income into rent compared to tenants nationally; the same is true of Houston Hispanic renters compared to Hispanics in other areas of the country. Houston's Black renters, however, show no real difference in terms of income-to-rent-ratios with Black renters in other parts of the country.

Table 3 shows that gross median rents have risen dramatically in Houston as well as other parts of the country. Rents have almost quadrupled in Houston since 1970, rising from an average of $112 a month in 1970 to $381 a month in 1983. Houston's average median rent in 1983 is $77 higher compared to the rest of the Southern region, and higher than any other region in the United States. Black and Hispanic renters in Houston appear to pay higher monthly rents than most of their counterparts in other areas of the Country.[2]

Table 4 shows that the amount of overcrowding in rental units has declined slightly since 1970 both in Houston and in regions across the United States. In Houston, only 9% of all renters lived in units that could be classified as overcrowded in 1983. Houston's percentage of overcrowded rental units is somewhat higher compared to other regions in the country. Overcrowding of rental units is still a major problem for Hispanics in Houston as well as in other regions in the country. Nationally one-fifth of all Hispanic rental units can be classified as overcrowded. In Houston, 29% of all Hispanic rental households are overcrowded. Studies of overcrowding in the United States indicate that it can result in negative social, physical and psychological impacts. Pynoos and Hartman (1973:4) report that "overcrowding may lead to increased stress, poor development of a sense of individuality, sexual conflict, lack of adequate sleep

TABLE 3

MEDIAN GROSS RENT

	ALL		BLACK		HISPANIC	
	1983	1970	1983	1970	1983	1970
U.S. (United States)						
Total	$315	$108	266	89	311	98
Central City	$308	$107	264	94	303	96
N.E. (Northeast)						
Total	$316	$110	271	100	299	101
Central City	$302	$106				
M.W. (Midwest)						
Total	286	110	274	101	270	107
Central City	276	108				
S. (South)						
Total	304	93	240	80	326	83
Central City	308	97				
W. (West)						
Total	362	119	335	102	327	98
Central City	359	118				
H. (Houston)						
Total	381	112	320	83	329	86
Central City	374	112	327	85	330	87

Source: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES: A-2, D-2, A-10, B-2, E-2, F-10, C-2, A-8, F-8
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9; B-2, B-7, B-9 Figures compiled by research assistants John Gartland and Anthony Greisinger

Table 4
Overcrowding Index
Percentage of Rental Units with More Than One Person Per Room

	ALL		BLACK		HISPANIC	
	1983	1970	1983	1970	1983	1970
U.S.	.06	.11	.09	.22	.19	.28
N.E.	.05	.09	.07	.17	.13	.24
M.W.	.04	.08	.09	.16	.12	.20
S.	.06	.15	.11	.29	.14	.35
W.	.08	.10	.07	.16	.28	.30
H.	.09	.13	.10	.23	.29	.36

US: United States
NE: Northeast
MW: Midwest
S: South
W: West
H: Houston

Source: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES: A-1, E-1, F-7, B-1, A-9, C-1,A-7,
D-1, F-9.
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9; B-2, B-7, B-9 Figures compiled by research assistants John Gartland and Anthony Greisinger TABLES

leading to poor work and school performance and intrafamilial tensions."

By most criteria, the current quality of housing in the United States is the best in the world (Hartman, 1983:17). Table 5 and 6 attempt to measure the quality of rental housing in Houston using number of rooms in an average rental unit and the quality of plumbing. Table 5 shows that since 1970, the average amount of rooms per rental units has remained roughly the same. In Houston an average of 4 rooms per-rental unit exists which reflects national and regional trends as well. Table 6 shows that percentage of rental units lacking some plumbing is less than one percent today in Houston; this represents an increase in the quality of plumbing in tenant occupied housing since 1970. Houston has slightly better plumbing facilities in their rentals than units in other regions in the country. No substantive variation exists for Blacks or Hispanics in terms of percentage of plumbing facilities in rental units.

This paper has attempted to give a brief overview of current rental housing conditions in Houston using longitudinal and comparative data. The percentage of rentals overcrowded or lacking adequate plumbing have steadily declined. For Hispanics, however, overcrowding still remains a serious problem in Houston and elsewhere. Using government guidelines, data from the Annual Housing Survey show that more than 50% of Houston's renters are paying too much in rent. More than three-fifths of Houston's Blacks are paying more than they can afford in rent. Current trends indicate that renters will increasingly pay larger and larger proportions of their income into rent. This in turn will call for greater—rather than lesser—government aid for the rental housing market to address the needs of low and moderate income renters.

Table 5
ROOMS RENTER OCCUPIED
MEDIAN

	ALL		BLACK		HISPANIC	
	1983	1970	1983	1970	1983	1970
Total	4.0	4.0	4.1	4.0	4.0	3.9
Central City	3.8	3.8	4.0	4.0	3.9	3.8
U.S.						
N.E. (Northeast)						
Total	3.9	3.9	3.9	4.0	4.0	3.9
Central City	3.7	3.8				
M.W. (Midwest)						
Total	4.2	4.2	4.2	4.2	4.0	3.9
Central City	4.1	4.0				
S. (South)						
Total	4.2	4.1	4.1	4.0	4.0	3.8
Central City	3.9	3.9				
W. (West)						
Total	3.9	3.8	3.9	3.8	3.8	3.8
Central City	3.6	3.5				
H. (Houston)						
Total	4.0	4.0	4.0	4.0	3.9	3.9
Central City	3.8	3.9	4.0	4.0	3.7	3.9

Source: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES A-1, E-1, F-9, B-1, A-9, F-7, C-1, A-7,D-1
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9; B-2, B-7, B-9 Figures compiled by research assistants John Gartland and Anthony Greisinger TABLES A-1, A-7, A-9, B-1, B-7, B-9

Table 6
PLUMBING FACILITIES
CHARACTERISTICS OF HOUSING INVENTORY

	ALL		BLACK		SPANISH ORIGIN	
U.S.	1983	1970	1983	1970	1983	1970
w/out some plb	.03	.08	.05	.18	.02	.07
NE (northeast)						
w/out some plb	.03	.04	.03	.05	.01	.03
MW (Midwest)						
w/out some plb	.02	.07	.02	.06	.03	.06
S (South)						
w/out some plb	.05	.15	.09	.32	.05	.15
W (West)						
w/out some plb	.02	.04	.01	.03	.01	.05
H (Houston)						
w/out some plb	.004	.04	.01	.08	.004	.06

Source: Annual Housing Survey, 1983, A, General Housing Characteristics for the United States and Regions: 1983 Washington D.C.: Department of Housing and Urban Development, U.S. Government Printing Office.
TABLES A-1, E-1, F-9, B-1, A-9, F-7, C-1, A-7,D-1
Annual Housing Survey, 1983, Houston, Texas SMSA Housing Characteristics for Selected Metropolitan Areas. Washington D.C.: U.S. Department of Housing and Urban Development, Sponsor/ U.S. Government Printing Office
TABLES: A-2, A-7, A-9; B-2, B-7, B-9 Figures compiled by research assistants John Gartland and Anthony Greisinger TABLES A-1, A-7, A-9, B-1, B-7, B-9

Footnotes

1. The Annual Housing Survey provides the most reliable data concerning housing conditions in the United States. The survey uses state-of-the-art methodology and statistical procedures.

2. The one exception is Black renters in the West who pay $15 a month more, on-the-average, than Black Houston renters.

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ABOUT THE AUTHOR

John I. Gilderbloom is an Assistant Professor of Sociology at the University of Houston. He has worked for numerous local, state and national governments as a consultant on housing policy. His research on housing has been published in numerous academic journals and books. He has already received several awards in public policy research from American Planning Association, Western Governmental Research Association, Samuel A. May Award and, most recently, the Douglas McGregor Award. He is co-author of the soon to be published book: Dreams and Nightmares: America's Housing. Currently, Professor Gilderbloom is co-principle investigator of a $70,000 Ford Foundation Grant to study Hispanic rental housing conditions in Houston and Los Angeles.

Chairman GONZALEZ. Thank you very much, Dr. Gilderbloom.

If I remember correctly, you stated—I believe that was in September—that you lived in a substandard area?

Mr. GILDERBLOOM. I live in a low moderate income area of Stella Link Blue Bonnet Area, which is a site of many abandoned buildings and low-income renters.

Chairman GONZALEZ. Well, once again, we are very grateful to you for your testimony. It has always been so basic, so well researched. And I really cannot tell you in words how grateful we are that you responded once again. I know that last month, you went all the way up to DC. But that testimony has really impressed people quite a bit. We have tremendous numbers of requests for the printed copies of the hearing as soon as they are printed than we have from any other hearing. I think much of it was due to the fact that your testimony was very well received and very valuable.

Mr. GILDERBLOOM. Thank you, Chairman Gonzalez. It is always an honor to serve my country and try to provide basic and reliable data. This data tells a very sad story.

Chairman GONZALEZ. I know. And none of us likes it, but we cannot; however, we are trying to get to the root of the problem that is there.

Dr. Fisher.

STATEMENT OF ROBERT FISHER, ASSOCIATE PROFESSOR OF HISTORY, UNIVERSITY OF HOUSTON-DOWNTOWN

Mr. FISHER. I appreciate your invitation to address the subcommittee. And I would echo Dr. Gilderbloom's statement of the importance of raising this issue of public housing throughout the Nation, certainly, and more specifically in the city of Houston.

I am a historian of urban and community development, not specifically a specialist in housing. I have written two books on issues of community organizing and neighborhood organizing. I have published articles in social policy and scholarly journals related to the issues of community development. My most recent book is called, "Let the People Decide: Neighborhood Organizing in America," which addresses from a historical perspective, from the 1890's to the present, how people—working people, the poor, minorities—have banded together and addressed problems which in many ways seemed to be beyond their limited power.

What I would like to do today in my oral statement is to summarize the comments in my written paper, which I have entitled "Public Housing in Houston: The Issue is Democracy."

The city, in general, has a history of not serving the interests, in many ways, the needs of the poor. The priority throughout the twentieth century has been one of economic growth and economic development. This priority has essentially been defined by the business interests. It was not always like this.

In the 1890's, Harold Platt in a powerful book called "City Building in the New South" demonstrates, how the city of Houston was run in many ways by working class representatives, union people from the neighborhoods, who sought as the priority of this city to address the issue of public and social services. And what happened in the early 20th century is a commercial civic elite developed, which wrested power away from this more neighborhood, public service, social service oriented city administration. They implemented statewide poll taxes, they implemented an at-large system throughout the city which 'fundamentally disenfranchised the working and the poor populations of the city. While this is a bit of a generalization, they essentially held power and have maintained power in this city since that time.

This commercial-civic elite has paid little attention to aspects which do not enhance their profits or the quality of their own communities. There has been, as you well know, little public housing in this city, but there has also been little in the way of public parks, little in the way of public transportation, little in the way of health care for the poor, et cetera, et cetera, et cetera.

What has developed historically, as historian Barry Kaplan has nicely put it, was a form of capitalism where the private sector is the driving force. The Government provides minimum services and it assists business growth. Citizens who want more than the minimum in these basic services have to purchase it. In many ways, it is a fee-for-purchase city. If you have the money, and it is certainly appropriate in the issue of housing, then you can purchase adequate housing. If you do not, well, in some ways you are just left out in the cold.

This has been supported by a well-advertised ideology of laissez faire capitalism, that government should not intervene in the private sector; that the marketplace functions best and the marketplace will determine all of the various needs of the community. This idea of laissez faire capitalism in Houston is a bit of a myth and a lark. The city owes its growth and it owes its development to Federal intervention and to taxpayers' money: whether there was the dredging of the ship channel in the early 20th century; whether there were depression era programs in the 1930's; whether there were oil pipeline programs at the beginning of the Second World War; whether there were Federal highway programs; whether there was a development of NASA—each intervention at critical junctures has played a critical role in the development and the growth of this city. So it really is not an issue here of being anti-Government intervention. It has usually been an issue of questioning Government intervention when it may not seem to serve the interests specifically of the business community or the interests primarily of making profits.

The issue to me—and, again, in quite a simplistic generalization here, in getting through this testimony quickly—is one of who decides the priorities in this city. Public housing problems in many ways is a problem of democracy. It is not public housing per se that is the sole dilemma here. It reaches into all other areas that the poor and the working poor ultimately face. The issue is how do people without much economic power get the Government ultimately to serve their interests? The Government is not the problem at all. The concern is how one gets the Government to serve the interests of the poor.

With that question, I would close my brief comments.

Thank you.

[The prepared statement of Mr. Fisher follows:]

COMMENTS BEFORE U.S HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT, FIELD MEETING, HOUSTON, TEXAS, OCTOBER 14, 1985.

"PUBLIC HOUSING IN HOUSTON: THE ISSUE IS DEMOCRACY"

PREPARED BY DR. ROBERT FISHER, ASSOCIATE PROFESSOR OF HISTORY, UNIVERSITY OF HOUSTON--DOWNTOWN

First, a point of reference. I am not a sociologist or political scientist. I have little precise knowledge as to the exact public housing situation in Houston today. I have read numerous reports on the issues and keep up with the subject through discussions with the likes of Dr. Gilderbloom and Dr. Bullard, my colleagues on this panel. But I am an historian, first and foremost, an historian of urban and community development, and from that vantage point I would like to offer some general comments on the problem of public housing in Houston, Texas.

There is, as my colleagues Gilderbloom and Bullard will undoubtedly illustrate, a serious lack of affordable housing for the poor in Houston. But for any one who knows this city and its history that fact comes as no surprise. Houston has a long and serious history of not providing services to its poor, minority, and working class communities. The emphasis has been on letting the business community and the profit motive guide and determine public and social policy. To the extent local government has played an active role in the twentieth century it has usually been to provide services and support for the needs of the business community.

It was not always like this. Harold Platt in his excellent book, City Building in the New South: The Growth of Public Services in Houston, Texas, 1830-1915 (Temple University Press, 1983), carefully documents how in the 1890s there was a struggle in Houston over who would lead the city and what the city's priorities would be. Throughout that decade politicians tied to labor unions and the working class communities of Houston continued to advocate that public and social services for the residents of Houston were the primary concerns of the city. But as Populism was defeated nationally, so too was it defeated in Houston and in Texas. By the first decade of the twentieth century a "commercial-civic elite," closely allied with the Houston Chamber of Commerce, had wrested power from these neighborhood-based and neighborhood-oriented politicians. A poll tax was implemented which effectively disenfranchised most of the city's poor and working class, both white and black. An At-Large political system replaced the ward system, so now, for all intents and purposes, only those with money and those representing "city-wide" interests could get elected.

The focus of this commercial-civic elite was economic growth. Growth in itself, of course, is usually positive. The neighborhood politicians before them were not oppossed to city economic growth. Under the direction of the commercial-civic elite, however, all the resources and the direction of the city were applied to serving the needs of economic growth and the elite which benefitted most from it. Social and public services were seen as unnecessary drains on the city's limited resources. Local government was kept weak. Taxes were kept low. Public attitudes, police brutality, and the threat of right-wing violence kept potentially dissident elements, especially the black population, which numbered between one-fourth and one-third of the total population, "in their place." Houston became known in the twentieth century, and especially after World War I, as a "pro-business" city. This has had profound implications for the development of public and social services, among them public housing, for its poor and working-class residents.

The Houston business community takes pride, for example, in noting that Houston was a business hustle from its start in 1836, when two New York developers sought to make their fortune by hustling land in the new town named after Texas's war hero, Sam Houston. This start as a capitalist enterprise was not unique. City building and city making has almost always been a profit-oriented enterprise in the United States. What is somewhat unique about Houston is that its emphasis on making money, the penchant of its elite for economic growth, seems to have occurred with very little concern for the public dimension of their actions. What was good for profits was good for Houston. Public housing, public parks, public transportation, public services, social amenities, etc. do not turn a profit. Accordingly these services have historically been excluded, ignored, or given scant attention by the city's business elite. As historian and urban consultant Barry Kaplan put it, seeking to praise Houston, "the private sector is the driving force in the city. In this atmosphere the government provides a minimum of basic services and assists business growth. Citizens who want more than the minimum of public services go to the private sector to obtain support." If, of course, they have the money. This has been in many ways a "fee for service" city; if you had the fee you got adequate services. If not, well, you were left out. This is a city, after all, with both one of the finest health and medical complexes in the U.S. and also one of the highest infant mortality rates in the nation, where infant mortality in some inner-city black neighborhoods exceeds that of many Third World countries.

The ideology of "laissez-faire capitalism" has also played a role in keeping public services few and meager, keeping the role of government in the city to a bare minimum, and permitting the business elite, most recently represented in the Chamber of Commerce, to direct public policy. Houston is the only major city in the U.S. without a zoning ordinance. It has historically been opposed to public transportation. And many of its residents saw the first efforts in this city at public housing as a nascent form of socialism, something to be opposed with great fervor. But "free enterprise" in Houston has never really meant business activity without government intervention. It has meant government intervention only when it served the needs of the business community, when it served the needs of economic growth. In Houston government is not a neutral observer of the marketplace. It has always been seen as an active agent of business growth, as a source for additional funds and economic stimulus. Whether it was the Federal government's dredging of the Ship Channel in the early twentieth century (which enabled Houston to become a major port) or whether it was depression era New Deal programs, World War II pipeline projects, 1950s highway expansion, 1960s NASA development, or the continued stimulus of the local economy through military-oriented contracts, the Federal government has played a powerful role in the city's development, and this role has been nurtured, cultivated, and enjoyed by the business community.

But when the Federal government has sought to play a role in directing social issues or concerns in the city, or when local people protested for an expansion and more equitable distribution of public and social services in the city, the commercial-civic elite has often been reluctant and the city's even more conservative groups were always there to reinforce and support this reluctance. Consequently, Houston is now faced with serious urban problems, what sociologist Joe P. Feagin calls the "social costs of boomtown growth," and seems to be without a mechanism, ideology, or history to address them.

Public housing is but one aspect of a much larger issue. Who makes decisions in cities? Whose interests are represented? Who benefits from economic growth? Whose interests are served by efforts to keep the public sector and public services minimal while at the same time using Federal largesse and tax-payer monies to finance "infrastructure" and business- community concerns. This is a nation of many different interests. It is about time we realized, as we have in the past, that what's good for business is not always good for all citizens, that business interests to maximize profits must be balanced by human concerns. All of us in this prosperous nation have a right to the basic necessities of life, among them the right to adequate shelter. We need to remember, and advance the idea, that the government is not inherently part of the problem, that it can be used by its citizens as an arena for advancing their interests. The problem of public housing is at its essence a problem of democracy.

Chairman **Gonzalez**. Thank you very much, Dr. Fisher. There is no question that you are absolutely correct. As long as we continue our tradition of what America is all about; and, of course, it is a question that involves us all. It is a question of democracy. Who should be making these decisions? And, of course, public housing is not really an isolated issue at all. It is one that, as you say, is a problem for us all.

Your historical perspective is most valuable in these cases. Earlier, I had mentioned that—in the beginning, you had a depression period. The people that were—families that were lucky enough to come in and qualify at the time, they were broke, they were not poor. The family unit, the richness of life. And everyone that I can remember that initially occupied the public housing dwelling units on the West Side in my hometown ended up in becoming homeowners. But in order to be eligible at that time, it was purely economic. And you did not have to pay more than 20 percent of your income, by law.

Today, in order to be eligible for the traditional, conventional public housing project, it seems as if you have to be a broken family, a single-person head of household, or on the relief roles in order to qualify. But now the cycle is turning back because of the lack of affordable housing stock, not only for the poor, but for the moderate income and even the middle class.

There is no such thing as an American dream of homeownership anymore. Where back in 1929, where 6 percent, maybe, of the families in the United States could afford to purchase a new single-family dwelling unit, we are back to that today. No more than 6 percent of American families can afford to buy the average asking price, even in the Sun Belt, where a new single-family dwelling unit is in excess of $80,000. So we are back to that where we are beginning to have the battle for that which is available and affordable.

I want to point out, Dr. Gilderbloom, that ever since the incidents of homelessness raised its public head—and as I said earlier, our subcommittee was the first to bring it to the attention of the Nation—I have been in contact with the Center on Communicable Disease Control in Atlanta, because I remember the incidents of tuberculosis in my hometown. At one time, San Antonio was the tuberculosis capitol of the country. We also had an area where we had a public housing project, and I was the one in charge of acquiring that site and relocating the families. That was an all-encompassing triangle because we had the highest rate of child-infant deaths—not only in the country, but probably throughout the world.

So I became interested because I realized that one contaminant of overcrowdedness is a communicable disease such as TB. And, interestingly, just last week, the Director reported to me that for the first time they had statistics showing a tremendous increase right in Washington, DC—I am trying to remember the exact percentage increase just recently—particularly in the area of homelessness. In Boston, they particularly targeted the homeless and found an equivalent increase in incidence of tuberculosis.

So we are going to have to pay a very serious and social price. If all we have to pay is communicable disease, it will be good. I know that we are going to have to pay a price in social disorder, ultimately. No human population that I know of anywhere in the world long tolerates the conditions such as I have seen in Philadelphia and the Bronx and in Washington, DC, even, and Detroit. I have been to every one of those places. And I can tell you just like—I have a suspicion and it just happens, unfortunately, to be borne out. I thought you would be interested because you made references to those factors that have come from the overcrowdedness. And I thought this would be of interest.

I will send you a copy of that report so you can have it for your studies.

Mr. **Gilderbloom**. I would like that.

We had talked in Washington, DC about the problem in the affordability of housing. Since then, I have seen a new study that has come out by Roger Friedland, which shows a direct correlation between lack of affordable housing in the 1960's and rioting. The social unrest that we are seeing in the Netherlands, England, and Germany is also related to the lack of affordable housing.

I think your committee ought to be commended for its efforts in trying to address it now while the cities are at peace rather than after the fact when they could be at war.

As you know, the dream of homeownership, the dream of that single-family house is a dream that most Americans hold dearly to them. It is a norm, as sociologists would say. And it is something that will make them pretty angry when they continually find that they are being denied a dream they thought was a birthright. Decent and affordable housing has been the hallmark of American life.

Chairman **Gonzalez**. There is really no question of that in my mind. I have to fight constantly, because it is demoralizing. The odds have been pretty heavy. It has been a negative fight. I would like creative constructive approaches to things, and it is very very depressing to see that when you're there, you visit with the people involved, there is no question in my mind that we are talking about the salt of the earth. All they need is just a little chance.

Everyone of us at some time or another has had some help. But what I see is a dense curtain that has descended in our country, in and out of the Congress. It is an uphill fight. And there is no question in our minds—I have read of the riots in Belgium, Brussels, where they have had violence; in Berlin, West Berlin, in London, in Paris. Interestingly enough, every one of those countries as a result reshaped their national commitment to providing housing, from England to West Germany. And some of them, believe it or not, with our help; while at the same time we are abandoning our commitment to provide shelter and homeownership; and while there is a President trying to eliminate the one program that was pivotal in bringing about that dream for 40 years.

In 1940, about 60 to 65 percent of the housing stock was substandard and you had a minimal of homeownership. Forty years later, in 1980, that had been reduced to 6 percent. But just in 4 years, we have had a reversal. And for the first time since the Depression, the last 2 years have been a steady decline in the number of homeownership situations in this country.

So the facts are there. To me, it is not a question of saying, well, you know, so what; you will always have this problem, and then do nothing. To me, it is a question of, look, what do you do here and now? Granted that you have a different tax situation, you have different conditions than those in 1940. At the same time that is happening, the whole financial underpinning of frame work or reference that made it possible to construct affordable housing has crumbled. It has eroded on the financial front.

I sat for 24 years on the Banking Committee. So that has also been a very frustrating and excruciating experience because some of us have been trying to do something with presidents since 1965, and we have had relatively friendly and amenable Presidents in, but it is still an uphill struggle.

I get to visit the families and I can see how great they are. But I think there is a time when the patient loses patience, which you have alluded to. And I just feel that, well, maybe at this point it still isn't too good. But little by little, hope is fading, in my mind.

So just keep up the fight, that's all. And I want to thank you very much. As in the case we had of the hearing in the specialized area of Hispanic housing—and, incidentally, that hearing has attracted more reaction than any one single hearing we have had in the last 5 or 6 years. I thought you would want to know that.

Anyway, thank you very much gentlemen. We will send you a transcript of these proceedings for your review.

Mr. GILDERBLOOM. If you would like to add any additional questions, we would be——

Chairman GONZALEZ. Yes; we reserve that right. We probably will have some questions to submit in writing.

Mr. GILDERBLOOM. Thank you for your time.

Chairman GONZALEZ. And thank you.

Our next witnesses comprise a panel, beginning with Mr. Bruce V. Griffiths, the staff counsel, Houston Chapter of the American Civil Liberties Union; Mr. Lenwood Johnson, president, resident council of Allen Parkway Village; Ms. Gladys House, president, Freedmen's Town Association; Prof. Dana Cuff, assistant professor of architecture at Rice University.

May I inquire if any of the witnesses have any time pressures where you would have to leave quickly?

If not, would it be objected to if we proceed—well, why don't we proceed in the good southern custom of recognizing the ladies first, and then proceed counter-closewise, unless there is some objection. We will recognize Professor Cuff.

STATEMENT OF DANA CUFF, ASSISTANT PROFESSOR OF ARCHITECTURE, RICE UNIVERSITY

Ms. CUFF. Thank you. We are happy you are here to talk with us today about the problems in housing that we have in Houston, and we do have some serious problems.

I have a doctorate in architecture and sociology. It is a new field, particularly appropriate for the study of housing. I have been working for the last 2 years with residents in the communities of both Allen Parkway Village and Freedman's Town, the surrounding neighborhood. I have involved a number of students and other faculty from Rice, Texas A&M, and the University of Houston.

We have completed several projects, the most important was a design competition that we organized to study alternatives to demolition and possibilities for rehabilitation of Allen Parkway Village. I will talk about this some in my testimony.

We are now putting together a pamphlet that will be circulated around the city. It argues for the saving of Allen Parkway Village. A copy has been submitted to this committee.

I would like to address the issues of demolition regarding Allen Parkway Village. I will organize my comments with relation to the application to demolish that the housing authority of the city of Houston [HACH] has submitted to HUD.[1] In order to justify demolition and the disposition of public housing, it must be determined that the housing is obsolete in terms of physical condition, location, and other factors; or that the housing is not feasible to rehabilitate.

I will argue that Allen Parkway is not obsolete by any means, and can be rehabilitated as suitable housing. In fact, the only reasons for its demolition are, sadly, a lack of vision and a lack of commitment.

In the housing authority's application to demolish Allen Parkway Village, which is dated August of 1984, they base their request for demolition on deterioration and upon location.[2] I will address each of these two factors separately.

There are two major points I would like to make about the deterioration problem at Allen Parkway Village; then I will specifically discuss HACH's assessment of the conditions of Allen Parkway Village. The first major point is that the present conditions at Allen Parkway Village are the direct result of HACH's own negligence. No one argues that Allen Parkway Village has been deteriorating for at least the last 10 years. The housing authority has done virtually nothing to maintain the property. This kind of neglect would have destroyed other buildings in no time. But Allen Parkway Village's structures are so sound and well built that they could last at least another 40 years, which is a remarkable fact.

For example, of $10 million allocated for repairs and rehabilitation in 1978, $40,000 was spent under the category called "repairs," and yet this $40,000 went specifically into boarding up the apartments after tenants had moved out. This is not what we call a repair, nor is it of any value to the residents. None of the rehabilitation money was spent to make Allen Parkway Village more livable.[3]

Karl Kamrath, a respected architect here in Houston and one of the original architects for Allen Parkway Village, said last year in a sworn affidavit, "Allen Parkway Village has not received even the very minimal maintenance which those buildings or any buildings, for that matter, require." Likewise, Thomas McKittrick, the former president of the Texas Society of Architects says: "I do not believe that Allen Parkway Village is an obsolete development. Rather, I would say that this well built and structurally sound complex is in need of some repair."

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[1] "Application for Demolition of Allen Parkway Village." Housing Authority of the City of Houston, Planning and Development Department. August 1985 (36 pp).

[2] "Application for Demolition": pp. 2–5 "Allen Parkway Village"; and pp. 5–6 "Adjacent Neighborhood."

[3] "The Houston Project: City Works To Raze Public Housing, Sell Site Below Its Value," by Craig Flournoy. The Dallas Morning News. June 9, 1985. p. 28A.

It is ludicrous for HACH to argue that Allen Parkway Village cannot be rehabilitated because it is deteriorated, when in fact they are the ones who allowed it to deteriorate.

The second major point about deterioration that I would like to make is that the housing authority's estimates for rehabilitation are dramatically inflated. Currently, rehabilitation costs will be higher, no doubt, because of the lack of maintenance over the last 10 years. Yet even under these conditions, the housing authority's estimates of $36,200 per unit are possibly as much as three times greater than the actual cost.[4] There is evidence that the housing authority was intentionally inflating the budget to justify demolition.

Jim Bridenstine, who specializes in rehabilitating distressed properties, made an extensive estimate, saying that rehabilitation of Allen Parkway Village to minimal standards would probably cost about $12,000 to $15,000 per unit. This is one-third of the housing authority's estimate.[5]

A former employee of the architects who prepared rehabilitation plans for Allen Parkway Village suggested that they were encouraged by the housing authority to put a lot of attention into the subsurface utilities and other areas that would not greatly enhance the livability. In some sense, he was saying that they were encouraged not to rehabilitate the development in the best means.[6]

Finally, as the Dallas Morning News reported, the former head of the housing authority section responsible for determining renovation costs, the architect Charles Taylor, said that the $36,000 figure was padded and manufactured to help justify demolition.[7]

Specifically, in the application to demolish, there are three major areas of deterioration and rehabilitation named by the housing authority. These are services, the site, and buildings. And I will begin with services.

The services that HACH says are deteriorated or inadequate include plumbing, sewers, electrical, and gas. These make up the bulk of the housing authority's justification to demolish, and yet in the report that they developed where these costs are likely to have been inflated, the exterior modifications were only 4 percent of the total budget.

As for the interior utilities improvements, according to standard cost estimating guidelines, the housing authority's utility costs were overestimated by about 30 percent.[8]

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[4] Rehabilitation estimate of $36,200 per unit can be found in the "Technical Report: Allen Parkway Village/Fourth Ward." Prepared for HACH, September 1983. (115 pp.).

[5] Bridenstine's estimate, calculated for use at this hearing, suggests a large developer can rehabilitate APV for one half the housing authority estimate, and for one-third the cost if resident labor is used.

[6] The Houston architectural firm Hayward, Jordan, McCowan prepared rehabilitation plans for APV. Information comes from an architect wishing to remain anonymous.

[7] Flournoy, Craig. "The Housing Project". Dallas Morning News, June 9, 1985. p. 28A.

[8] Exterior utilities modifications estimated in the "Technical Report" at about $1.4 million (p. X-6). For interior utilities modification, HACH estimates $8.70 per square foot, while estimates calculated from Mean's Building Construction Cost Data are $6.56 per square foot. Cited in Ghirardo, Diane. "Wielding the Hach at Allen Parkway Village." CITE magazine. Winter 1984.

In 1982, the per unit cost to rehabilitate services and utilities at Allen Parkway Village was $1,635 per unit. This was an estimate that the housing authority created to get the housing development back up to minimal standards. By 1984, the remarkable fact is that the housing authority's estimates were so inflated that painting alone, for one apartment would cost almost as much as the utilities' improvements for one apartment.[9]

The conclusion that I think we can draw is that the cost to rehabilitate services and utilities is less than the housing authority estimates. In any case, the utilities improvements are only a small portion of the total rehabilitation costs, and so should not be used as a principal justification for demolition.

With regard to the site, the problems named in the application to demolish include parking, security, landscaping, and recreation.

Briefly, parking is presently inadequate. Anyone who goes to Allen Parkway Village can see this. But the housing authority's own consultants have shown that more parking can be added at a reasonable cost without blocking access to fire vehicles.[10]

With regard to security, and I quote from the application: "Security lighting is totally deficient. No security exists for buildings since fencing is at a minimum." First, these are not basic conditions of the development that render it obsolete, as HUD requires. Second, these can be reasonably modified.[11] And, third, housing experts have acknowledged for nearly 15 years that security in housing is less affected by fences or lighting levels, and is greatly affected by things like where windows and entries are placed, knowing one's neighbors, and the siting of buildings so that residents know the boundaries and territories that define their community.[12] In fact, work by the design students and faculty shows that Allen Parkway Village's planning is particularly well suited to the creation of what is called defensible space, or a safe neighborhood. The fact that the housing authority has left so many apartments vacant probably contributes more to crime than any other factor.

Landscaping is only mentioned in passing in the application to demolish. If you visit Allen Parkway Village you will see a tremendous amount of open space, beautiful oak trees, and everywhere that the residents control the land there are impressive vegetable and flower gardens. This occurs even though housing managers often insist that no one can plant anything on the grounds or in their yards without obtaining official sanctions.

Finally, recreational space is probably the most misrepresented issue in the application to demolish: "There are no separate play areas or passive recreational areas for senior citizens, adults, teens, preteens, and young children." This is absolutely false. There are presently grassy areas within the elderly section of Allen Parkway Village called the Blue Bonnet Section, that are fenced from the rest of the development. There are young children's play areas on the grounds. The open spaces in front of the dwellings are free of traffic and within view of every apartment, making them ideal spaces for children and toddlers. Likewise, the basketball court and band shell areas and a soccer field are all heavily used by young adults and teenagers. In addition, Allen Parkway Village is adjacent to the Bayou Parklands, which is a major recreational system.

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[9] Flournoy, Craig. "The Houston Project: What Cost Renovation?" Dallas Morning News. June 10, 1985 p. 7A.

[10] Plans by architectural firm Hayward Jordan McCowan.

[11] Except when HACH estimates a whopping $780,000 for 10 high pressure sodium lamps per acre, which will light APV like a photographer's studio. (Estimate from the "Technical Report" p. X–6).

[12] Newman, Oscar. Defensible Space. New York: Macmillan, 1972.

The conclusion that I think we can draw is that the site has no intrinsic problems, but rather intrinsic strengths. Problems with parking and security are feasible to remedy. Landscaping and recreation are not the problems the housing authority implies.

The third and last issue of deterioration concerns the buildings themselves, including the apartments and the physical structures in which they are located. Building problems mentioned in the application to demolish are ventilation, heat and energy conservation, and accessibility for the disabled and the elderly.

With regard to ventilation, all apartments have windows on at least two sides, some on three, which is the recommended means to gather both natural light and ventilation.

With regard to heat loss and heat gain, rehabilitation will be necessary to improve the energy efficiency of the apartments. But the present building materials are actually quite good insulators. For example, these buildings are so solid that the common problem of noise transmission between apartments is nonexistent at Allen Parkway Village. The roofs must be rebuilt for drainage and for insulation, but has not been a major expense in the housing authority's previous estimates.[13]

Accessibility is the final part of the building deterioration problem. A good portion of Allen Parkway Village's units are located on the ground floor, thus needing only minor modification for the disabled or the frail elderly. The remarkable fact is that only the three-story section of the development was selected for elderly housing. In other words, the least suitable housing was chosen for the elderly. This problem is administrative, not physical, since the elderly could easily be relocated to more accessible units at Allen Parkway Village for a very low cost.

With regard to rehabilitation versus demolition, one category not mentioned in the application to demolish is the enhancement of the quality of life around Parkway Village. From the studies that the design students and faculty here in Texas have done, it is apparent that small changes can make great improvements at Allen Parkway Village because of the development's strong physical qualities and planning principles.

It is well known that rehabilitation is much more difficult to envision than new construction. I think we suffer from people taking only a brief look at Allen Parkway Village or Freedman's Town—people who are unable to imagine the possible futures that could be so much better. We conducted the design competition in order to have drawings showing physical alterations that would improve the quality of life.

Minor changes to the buildings and apartments were found to greatly improve the looks of the development, to provide individuality to the apartments, and to promote clustering of buildings into perceived neighborhoods, overcoming some of the main criticisms of these larger older developments. Rough cost estimates that we have calculated indicate these changes are economically feasible and would vastly enhance the livability at Allen Parkway Village.[14]

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[13] HACH total estimate for roof work in 1982 was $600,000.

To summarize the deterioration issues the buildings at Allen Parkway Village are structurally sound and they embody model planning principles recommended for low cost housing today. Rehabilitation can be economic and, at the same time, dramatically improve the quality of life at Allen Parkway Village.

Finally, I would like to address the issue of location, which is the second argument that the housing authority constructs to justify demolition: Allen Parkway Village's location is said to be obsolete or not feasible for housing. Allen Parkway Village was located at the present site as a slum clearance project in the 1940's. At that time, the poor condition of the neighborhood was used to justify demolition of private housing for public housing. Now, ironically, the poor condition of the neighborhood is being used to justify the demolition of the public housing itself.

In fact, Allen Parkway Village's location is ideal for low cost housing. Residents have easy access to downtown, to jobs, transportation, services, medical facilities, and recreation. For these reasons, most housing experts agree that suburban locations are unsuitable for low cost housing. In-town and near-town locations are preferable.

Although the adjacent area, Freedmen's Town; is poor and deteriorating, this does not mean that Allen Parkway Village is in an undesirable location. When Kennedy homes were built in Houston, they improved their neighborhood.[15] Allen Parkway Village could do the same if it were improved and maintained. Instead, the head of Planning and Development of Houston, Efraim Garcia says that Allen Parkway Village must be demolished if the city is going to get rid of the fourth ward.[16] This is the same argument that will be used to justify demolition of low cost housing across the country. In general, demographics indicate that minorities and the very poor are more likely to be dislocated both from public housing and from its surrounding private neighborhoods over the next few years if HUD policies are followed. I am referring to HUD's intention to demolish 8 percent of its housing stock.[17]

These arguments about location are circular, and the city and the housing authority have assisted and furthered a very cruel cycle of decay that affects the homes of Houston's citizens. They have created a self-fulfilling prophecy: Allen Parkway Village was located in a poor neighborhood as a form of slum clearance; because no funds were spent on the upkeep of Allen Parkway Village, its neighborhood was further depressed; then, the depressed nature of the neighborhood is used as a justification to demolish Allen Parkway Village.

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[14] Paul Chapman of Houston's Mayan Construction made rough estimates that the two winning rehabilitation schemes would each cost $4-$5 million, not including subsurface site work or apartment interiors.

[15] Zipprich, John L. "Public Housing: Wrong Way and Right." The Houston Post, Sept. 27, 1985. p. 3B.

[16] Flournoy, Craig. "The Houston Project". Dallas Morning News, June 9, 1985. p. 28A.

[17] For a full discussion of this issue, see Cuff, Dana. "Beyond the Last Resort: The Case of Public Housing in Houston," In Places, vol. 2 no. 4, fall 1985.

Only with a concerted effort to improve Allen Parkway Village, founded on a real concern for housing the poor, will this destructive cycle be interrupted. Allen Parkway Village can be rehabilitated economically, and the first step is to deny the housing authority's application for demolition.

[The prepared statement of Ms. Cuff follows:]

CONGRESSIONAL HEARING
Subcommittee on Housing and Community Development
Allen Parkway Village and Houston's Low Cost Housing
Houston, Oct 14 1985

Dr. Dana Cuff
School of Architecture
Rice University

In order to justify demolition and disposition of public housing, it must be determined that the housing is obsolete (in terms of physical condition or location etc) OR that the housing is not feasible to rehabilitate. I contend that:

> **Allen Parkway Village is not obsolete by any means, and can be rehabilitated as suitable housing. Lack of vision and lack of commitment are the only reasons for its demolition.**

In HACH's application to demolish Allen Parkway Village (August 1984), they base the request for demolition on deterioration [1] and upon location [2]. I will consider each of these two arguments separately.

Deterioration

Present conditions at Allen Parkway Village are the direct result of HACH's negligence.

No one argues that Allen Parkway Village has been deteriorating for at least the last 10 years. The HACH has done virtually nothing to maintain the property. This kind of neglect would have destroyed other types of public housing by this point. But the Allen Parkway Village structures are so sound and well built that they could easly last another 40 years. For example, of $10 million allocated for repairs and rehabilitation in 1978, only $40,000 was spent on "repairs" according to HACH records. And this $40,000 went toward cleaning out and boarding up apartments after tenants moved out. None of the rehab money was spent to make Allen Parkway Village more liveable.

Karl Kamrath, one of the original architects for Allen Parkway Village says in a sworn affidavit, "Allen Parkway Village has not received even the very minimal maintenance which those buildings, or any buildings for that matter, require." Likewise, Thomas McKittrick, former president of the Texas Society of Architects says, "I do not believe ...that Allen Parkway Village is an obsolete development. Rather, I would say that this well built and structurally sound complex is in need of some repair."

It is ludicrous for the HACH to argue that Allen Parkway Village cannot be rehabilitated because it is deteriorated when in fact they are the ones who allowed the development to deteriorate.

HACH estimates for rehabilitation are dramatically inflated. Current rehabilitation costs will be higher than necessary because of HACH's negligence. Even under these conditions, their estimates of $36,200 per unit[3] are possibly as much as three times the actual costs.

There is evidence that HACH was intentionally inflating the budget to justify demolition.
(1) Jim Bridenstine, who specializes in rehabilitating distressed properties made an extensive independent estimate for the rehabilitation of

Allen Parkway Village. He calculates APV's rehabilitation would cost $12,000 to $15,000 per unit.
(2) A former employee of the architects that prepared rehabilitation plans for Allen Parkway Village says that the housing authority encouraged them to "over- engineer" the subsurface utilities. He said that the architects and engineers believed far more services than necessary were required by HACH, increasing the rehabilitation costs and taking needed dollars from above ground improvements[4].

(3) The former head of the housing authority section responsible for determining renovation costs, Charles Taylor, says the $36,200 per unit figure was padded and manufactured to help justify demolition[5].

Specifically, there are three major areas of deterioration and rehabilitation named in the application to demolish Allen Parkway Village: SERVICES, SITE, AND BUILDINGS.

SERVICES

Services that HACH says are deteriorated or inadequate in its application to demolish include plumbing, sewage, electrical, and gas. These make up the bulk of HACH's justification to demolish, and yet in the Technical Report where costs are likely to have been inflated, these sitework modifications will cost 1.4 million dollars, only 4% of the total budget[6]. As for the interior utilities improvements for each apartment, according to standard cost estimating guidelines, the Housing Authority utilities costs are over-estimated by about 30%[7].

In HACH's own 1982 estimates for the cost of repairing the services, both interior and exterior,was estimated at 1.635 million[8]. In 1982, the per unit cost to rehabilitate the services and utilities was $1,635 per unit. By 1984, HACH had inflated the estimates so greatly that painting alone for each apartment would cost almost this much[9].

Conclusion: The cost to rehabilitate services and utilities is less than HACH estimates. In any case, utilities improvements are only a small portion of the total rehabilitation costs, and so should not be used as the principal justification for demolition.

SITE

Problems with the site named in the application to demolish include parking, security, landscaping and recreation.

PARKING: "The site only accomodates approximately 400 cars for parking when the need is in excess of 1,000 cars. Fire lanes are too narrow and do not accomodate modern fire equipment when automobiles are parked in them." This is a typical example of misrepresentation in the application to demolish. Parking is presently inadequate, but the housing authority's own consultants have shown that more parking can be added at a reasonable cost without blocking access to fire vehicles[10].

SECURITY: "Security lighting is totally deficient. No security exists for buildings since fencing is at a minimum." First, these are not basic conditions of the development that render it obsolete, as HUD requires. Secondly, these can be reasonably modified (except when HACH estimates a whopping $780,000 for 10 high sodium pression lamps per acre --which will light the entire Village up like a photographer's studio). Thirdly, as housing experts have acknowledged for nearly 15 years[11], security in housing is less affected by fences or lighting levels and is greatly affected by things like where windows and entries are located, knowing one's neighbors, and the siting of buildings so that residents know the boundaries and territory that define their community. In fact, work by the design students show that APV's planning is particularly well suited to the creation of "defensible space", or a safe neighborhood. The fact that HACH has left so many apartments vacant probably contributes more to crime than any other factor.

LANDSCAPING. Landscaping is only mentioned in passing in the application to demolish as not embodying "comtemporary criteria". This makes no sense, and there are no landscaping requirements specified. However, any visitor to Allen Parkway Village will be impressed with the tremendous amount of uninterrupted open space as well as the huge oak trees along Valentine. In early Spring, an impressive urban farming system blossoms in the luscious vegetable and flower gardens that tenants maintain in front of their apartments. This occurs even though housing managers often insist that no one can plant anything on the grounds or in their yards without obtaining official sanctions.

RECREATIONAL SPACES. "There are no separate play areas or passive recreational areas for senior citizens, adults, teens, pre-teens and young children." This is absolutely false. There are presently grassy areas within the elderly secion of Allen Parkway Village, called the Blue Bonnet section, that are fenced from the rest of the development. There are young children's play areas on the grounds. The open spaces in front of the dwellings are free of traffic and within view of every apartment, making them ideal spaces for toddlers and very young children to play. Likewise, the basketball court and band shell areas and a soccer field in this vicinty are heavily used by young adults and teenagers. In addition, Allen Parkway Village is adjacent to the larger recreational system of the Bayou Parklands.

Conclusion: The site has no intrinsic problems, but rather --intrinsic strengths. Problems with parking and security are feasible to remedy. Landscaping and recreation are not the problems HACH implies.

BUILDINGS

Building issues include those within the apartments and the physical structures in which they are located (not including utilities). The housing authority mentions ventilation, heat, energy conservation, and accessibility to for the disabled and elderly.

VENTILATION. All apartments have windows on at least two sides, which is the recommended means to gather the natural light and ventilation.

ENERGY. Rehabilitation will be necessary to improve the energy efficiency of the apartments, but the present building materials are quite good insulators. For example, these buildings are so solid that the common problem of noise and sound translation between apartments is non-existent. The roofs must be rebuilt for drainage and insulation, but this is not a major expense (total estimated in 1982: $600,000).

ACCESSIBILITY. In terms of accessibility, a good portion of APV's units are located on the ground floor needing only ramped access for the disabled or the frail elderly. The remarkable fact is that the only three story section of the development was selected as elderly housing --in other words, the least suitable apartments were chosen for the elderly. This problem is administrative, not physical since the elderly could be relocated to more accessible units at Allen Parkway Village for little cost.

ENHANCING THE QUALITY OF LIFE. Small changes can make great improvements at Allen Parkway Village because of the development's strong physical qualities and planning principles. Although this is not even mentioned in HACH reports, it is entirely feasible to rehabilitate Allen Parkway Village in such a way that the quality of life for the residents will be greatly improved. In studies by architectural students from three Texas Universities, minor changes to the buildings and apartments were found to greatly improve the looks of the development, to provide individuality to the apartments, and to promote clustering of buildings into perceived "neighborhoods." Rough cost estimates indicate that these changes are economically feasible, and would vastly enhance the livability of APV[12].

Conclusions: The buildings at Allen Parkway Village are structurally sound, and embody model planning principles recommended for low-cost housing today. Rehabilitation can be economic and at the same time, dramatically improve the quality of life at Allen Parkway Village.

LOCATION

Regarding APV's location, the housing authority contends that the area surrounding Allen Parkway Village is deteriorating. In the HACH application to demolish, the same biased perspective that was trained upon Allen Parkway Village in the preceding section now directs its attention to the Fourth Ward, or Freedman's Town. Freedman's Town is the poorest neighborhood in Houston. Allen Parkway Village was initially located at the present site as a slum clearance project in the 1940's. The poor condition of the neighborhood was used to justify demolition of the area for public housing. Now, ironically, the poor condition of the neighborhood is used to justify demolition of the public housing itself.

In fact, APV's location is ideal for low cost housing. Residents have easy access to the downtown, to jobs, transportation, services, medical facilities, and recreation. For these reasons, housing experts agree that suburban locations are entirely unsuitable for low cost housing. In town or near town locations are far preferable.

Although Freedman's Town is poor and deteriorating, this does not mean that Allen Parkway Village is in an undesireable location. When Kennedy Homes were built, they improved the neighborhood[13]. Allen Parkway Village could do the same if it were improved and maintained. Instead, as the head of Planning and Development for Houston Efraim Garcia says, Allen Parkway Village must be demolished if the city is going to get rid of the Fourth Ward[14]. This is the same argument that will be used to justify demolition of low cost housing across the country. In general, demographics indicate that minorities and the very poor are more likely to be dislocated both from public housing and its surrounding private neighborhoods over the next few years if HUD policies are followed[15].

Arguments about location are circular, and the city and HACH have assisted and furthered a cruel cycle of decay that affects the very homes of Houston citizens. They've created a self-fulfilling prophecy: Allen Parkway Village is located in a poor neighborhood, as a form of slum clearance; because no funds are spent on upkeep of Allen Parkway Village, its neighborhood is further depressed; the depressed nature of the neighborhood is used as a justification for the demolition of Allen Parkway Village.

Only with a concerted effort to improve Allen Parkway Village, founded on real concern for housing the poor, will this destructive cycle be interupted. Allen Parkway Village can be rehabilitated economically. The first step is for HUD to deny HACH's application to demolish.

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1. pp 2-5 "Allen Parkway Village"
2. p 5-6 "Adjacent Neighborhood"
3. Technical Report
4. The employee spoke on the condition that his name not be used. Interview with the author, March, 1985.
5. Dallas Morning News, June 9-10, 1985.
6. Rehabilitation Cost Estimate (all units), p X-6.
7. HACH: $8.70, Means' Building Construction Cost Data: $6.56 --from Ghirardo, CITE Winter 1984.
8. 9/27/82 letter from Phillips to J. Wilson, HUD; minimum repair requirements.
9. Dallas Morning News, June 9-10, 1985.
10. See plans by (Jordan McGowan Hayward, 1978?).
11. This knowledge was first published in Oscar Newman's landmark study, DEFENSIBLE SPACE, 1972.
12. Paul Chapman of Mayan Construction, Houston, calculated the costs at about $4-5 million; estimates were very rough.
13. Zipprich, HOUSTON POST 9/27/85
14. Dallas Morning News, June 9-10, 1985.
15. Cuff, PLACES 2:4, Fall, 1985.

Beyond the Last Resort: The Case of Public Housing in Houston

Dana Cuff

Driving through Houston for the first time can be an eerie experience; the city appears uninhabited. Air conditioning, an extraordinary dependence on the automobile, and the underground pedestrian tunnel system downtown have swept life off the city's streets. However, there remains one neighborhood, sitting right next to the central business district, that is a vital and visible community. Here there are people on porches, cars driving slowly—their drivers stopping to talk to friends on the street corners—grandparents watching over toddlers, and teenagers hanging out. On Sunday, the singing from one church competes with that from the next, and people pour in from other parts of Houston to "come home" for the day. The setting for this activity is some ninety square blocks of nineteenth- and early twentieth-century shotgun houses, Victorian cottages, and bungalows. Along with small business establishments and twenty churches, these properties comprise an area called Freedman's Town. Recently listed in the National Register of Historic Places, it is the oldest black neighborhood in Houston, and the poorest.

Across an arterial street is the other half of the area known as the Fourth Ward. Long rows of apartments, recalling the work of Frank Lloyd Wright, are laid out along parallel strips of open space. Here you can find the best basketball game in town, an active soccer contingent, a wild crew of Big Wheel riders, and a large congregation of Indochinese, who hold religious services under the band shell. In the spring and summer, the open greens are ringed by an urban farming system of small vegetable plots and flower gardens. This is Allen Parkway Village, the largest public housing project in Houston, and one of the oldest.

Enter the wrecking ball. This neighborhood will be a victim of urban renewal Texas-style if the City of Houston has its way. Although the Fourth Ward has many positive qualities, it should not be romanticized. The people who live here are almost entirely renters, and very poor ones at that.[1] The area has deteriorated physically, a condition exacerbated by the city's refusal to maintain an adequate level of municipal services. The Housing Authority of the City of Houston (HACH) has boarded up over half the thousand units at Allen Parkway Village, while private landowners are reluctant to invest in maintaining property in Freedman's Town. In an area as poor as this one, feasible strategies for revitalization are difficult to envision.

The city instead has chosen the path of redevelopment, a euphemism for displacement of residents, demolition of present structures, elimination of the existing patterns of streets and blocks, and construction of high-rise office buildings and upper-middle-income housing. Municipal instigation of redevelopment at this scale is unprecedented in Houston, a city with no zoning, no legacy of public-sector involvement in planning the environment, and with a strong conviction that private interests (not the government) should define the composition of the urban fabric. In the case of the Fourth Ward, the city has changed its mind. The Planning and Development Department of the City of Houston and the local housing authority have orchestrated a coalition of private and public property owners in a concerted effort to sell the 150 acres of land. In addition, the city will offer a prospective single developer new infrastructure improvements (streets, utilities, water and sewage, systems that developers themselves have always had to provide in Houston) if only the developer will buy the 150 acres at the right price and build something more to the city's liking.[2] The 7,000–9,000[3] current residents of Allen Parkway Village and Freedman's Town have had virtually no voice in the process.

For the time being, Houston's extremely soft real estate market has dulled local developers' interest in the Fourth Ward. This is the single most significant factor in the community's favor. If alternatives to full redevelopment are to be considered, and if residents are to maintain their essential social and economic networks,[4] a deceleration of this process is necessary. Since no developer has stepped forward, the community and its advocates have an opportunity to voice their opinions about the future of the neighborhood. With enough time, it is hoped that the present inimical differences might mellow enough for reasonable discussion to take place.

Although the plight of Freedman's Town and Allen Parkway Village might at first appear to be a uniquely Texas phenomenon, there are enough warnings to indicate that it is only one example of a fresh wave of urban renewal in the United States. Conceived as the housing of "last resort," public housing across the nation is a new target for redevelopment, particularly the oldest of the existing stock. Of the current 1.3 million units of public housing, about 13 percent is forty years old, and a full 41 percent was built in the 1950s or before. Since virtually no new construction has occurred for over a decade, deterioration of extant public housing is a key issue for all parties. In addition, the 1986 federal budget proposes a dramatic reduction in funding for public housing modernization (Department of Housing and Urban Development, or HUD, terms for rehabilitation). This new budget is ludicrous in light of already inadequate expenditures for modernization.[5]

In 1983, HUD revealed part of its answer to the problems of public housing: sell or demolish 100,000 units (8 percent of the inventory) within the next five years.[6] Although few developments have actually been demolished thus far, the pronouncement opens doors to an alternative previously considered only when all else had failed. The dynamiting of Pruitt-Igoe is forever etched in the nation's memory largely because it was such a radical step.

Under severe economic pressure, local housing authorities are now looking for ways to cut costs. Some authorities have saved tremendously by establishing more efficient management and maintenance practices.[7] Many authorities, however, are more likely to view demolition and redevelopment as the most expedient means of generating additional revenue.

If demolition is going to become more commonplace, as this analysis suggests, we can also predict the most likely targets. Older public housing developments were usually located in poor neighborhoods as a slum clearance strategy. These now comprise some of the largest parcels of inner city real estate. A local authority can eliminate a portion of its operating costs by demolishing housing units, and it can add to its funds by selling the land. This is what Houston's housing authority has in mind.

in PLACES 2:4
(Forthcoming)
Photos & Drawings to
be included.

This strategy goes against the fundamental mandate to provide decent housing to the poor and produces a less obvious yet further reaching effect. In big cities, public housing is typically located in poor black neighborhoods.[8] These public housing projects helped to ensure that so-called "highest and best uses" occurred in other parts of town, leaving relatively stable albeit poor communities surrounding public housing. Under such circumstances, demolishing public housing unleashes market demand on poor black neighborhoods. With this comes further displacement and loss of low-cost housing. Housing expert Chester Hartman estimates that 500,000 low-cost units are lost each year from the American building stock, creating higher demand (and monthly rent) for what remains.[9]

In public housing, it appears that ethnic minorities, particularly blacks and Hispanics, will be more likely to be displaced through demolition than their Anglo counterparts. A massive investigation by Dallas news reporters uncovered discrimination in federally subsidized housing in all forty-seven cities studied. Ethnic minorities are living in far more inferior housing than whites.[10] In terms of public housing, these are the developments most likely to be located in poor neighborhoods and most likely to be selected for demolition. This is triple endemnity: first minorities are assigned the worst housing; then insufficient modernization funds hasten deterioration; finally, demolition threatens. The removal of such housing and the redevelopment of adjacent neighborhoods will only amplify the fact that involuntary displacement, in general, is most common for low-income, minority, and female-headed households.[11] It is a terrible irony that the public housing program created to provide for those most in need may be the key to an entrepreneurial revolution: the displacement of poor people both within public housing and in the surrounding neighborhoods to make way for profitable, fashionable, new development. Thus cities may find that the demolition of public housing diffuses the obstinate and perplexing problems of poverty, removing the poor from view. However, losing both public and private low-rent housing can only aggravate those very problems.

The demolition or sale of public housing, regardless of its impact on adjacent neighborhoods, can be debated on its own merits. Since public housing remains in the hands of the public, rather than private interests, it is also a vehicle for civic involvement in broader issues. A federal housing program is subject to national scrutiny and, like historic districts, can become a means for the public to have some voice in determining the character and composition of the urban environment. As such, positions taken on the physical environment have a direct impact on the city's social makeup. It is here that planners, architects, and urban designers can play an important role in neighborhood conservation and revitalization.

This is the understanding we bring to the debate about the future of the Fourth Ward. The story of Allen Parkway Village is recounted here for several purposes. First, it displays a sequence of events that interested citizens in other cities should learn to recognize if they want to have some say in such issues before it is too late (as we have been told may be the case in Houston). Second, it demonstrates that public policy which is superficially acceptable to liberals and conservatives alike can have dramatic regressive consequences for the social and architectural makeup of our cities. Third, it demonstrates how redevelopment proposals besiege the residents who stand in the way. Their carefully constructed social and economic networks, their attachment over generations to a place, their dignity and basic rights are all ravaged in the process. Finally, it describes the ways in which design professionals can assist the community's activities. The last message is not a new one, but it needs reconsideration in this particular context.

The Houston Case

On Friday, April, 6, 1984, some fifty students and ten faculty members from three Texas architecture schools convened at Houston's Allen Parkway Village. At the residents' invitation, they came from Rice, Texas A&M, and the University of Houston to participate in a weekend design competition to explore the possibilities of rehabilitation and to propose alternatives to the housing authority's plan for demolishing Allen Parkway Village. On the site, the students' first impressions of boarded-up apartments were challenged by a convincing demonstration of community life and a sound, if no longer maintained, building stock. With help from faculty members and community advisors, the students spent all day Saturday developing proposals to rehabilitate Allen Parkway Village. That evening, their drawings were displayed at a meeting held in the community center, attended by more than 250 residents and concerned citizens. The event, called the Allen Parkway Village Design Competition, was organized by Lenwood Johnson, president of the Resident Council, and myself.[12]

Lenwood Johnson is the primary individual organizing tenant opposition to demolition. A single parent with a health problem caused by exposure to toxic chemicals in his former workplace, Johnson has led the two-and-a-half year effort to prevent the destruction of Allen Parkway Village. When asked why he is so committed, Johnson states, "This may not look like the best place to live to a lot of people, but it could easily be improved, and it's an extremely important resource. It was here for me when I needed it, and I want to be sure it's still here for others after I'm gone."

Allen Parkway Village, originally called San Felipe Courts, sits on 37 acres just west of Houston's central business district. At present, it contains one-third of all low-income-family public housing in Houston. Built in 1942 and 1944 as defense housing for white war-industry workers and their families, the 80 buildings contain 1,000 apartments. These two- and three-story structures are organized in long rows along traffic-free green spaces. The design, by a consortium of Houston architects, was published in April 1942 in *Architectural Record* as model wartime housing.[13]

The buildings are of reinforced concrete frame construction, infilled with hollow tile. Interior walls are faced with plaster and exterior walls with brick and concrete. The apartments are small by current standards, but the building structure is extraordinarily sound, with virtually no signs of age even after forty years of neglect. According to a director of maintenance at the housing authority, the development is so well constructed that it is impossible to conceive of rebuilding to that same quality, regardless of the amount earned from selling the land.[14] Karl Kamrath, one of the original architects, argues that both the construction and the architectural design are exceptional. "The only thing that place needs is to be cleaned up and maintained, but the housing authority has never done that."

Some 470 apartments are still occupied in Allen Parkway Village, leaving more than 500 units vacant. Over the years, the resident population has changed dramatically, from originally all white occupancy, to primarily black, to a population that is currently 58 percent Indochinese, 33 percent black, and 9 percent white and Hispanic. (An explanation for the current racial makeup and for the vacancies is given later.) About 27 percent of the residents are elderly and live in a specially designated section of the project. The other dominant group is female-headed households, which make up a full 51 percent of the households. Some 21 percent of the residents are reportedly employed, but the actual figure is probably somewhat higher.[15]

Since 1976, at least, the Housing Authority of the City of Houston (HACH) has been deciding what to do with Allen Parkway Village. During the same time, the city government has debated the future of Freedman's Town. Community development and local government funds have been directed away from the Fourth Ward, allowing deterioration to progress at an accelerated rate. Likewise, the uncertain future of the housing project has led HUD to restrict funds for the development's repair and maintenance. In addition, financial mismanagement at HACH caused further reductions in federal funding. In 1982, when Earl Phillips, the present executive director, was brought in to remedy HACH's financial problems, he stated that improving the authority's existing housing stock would be a top priority. HACH's subsequent actions tell a different story.

The cost of rehabilitating Allen Parkway Village has become a numbers game in the argument for demolition. In 1978, HUD allocated $10 million to improve conditions at the project of which at least $7.5 million was never spent.[16] The reason these monies have not been spent is unclear. In any case, the $10 million in 1978 HUD funds translates to a rehabilitation cost of $10,000 per unit. In 1982, HACH asked HUD for just $5,700 per unit to restore safe and sanitary conditions. Only one year later, in 1983, HACH appointed a citizen's committee to study whether Allen Parkway Village should be renovated or razed. They produced the "Technical Report," which recommended demolishing the housing project and redeveloping the adjacent neighborhood, partly on the basis of rehabilitation costs of a whopping $36,200 per unit."[17] Although the last study is more comprehensive than its predecessors, the figures are suspect in their dramatic inflation of previous estimates as well as estimates for comparable public housing modernization. For example, rehabilitation of similar public housing developments in Texas during the same year (1983) cost $15,000–18,000 per unit. A specialist in rehabilitating distressed properties has recently completed an independent estimate for Allen Parkway Village's renovation, and, according to his calculations, the HACH figures are vastly inflated, perhaps triple the actual costs. Instead of $36 million, he estimates $12–15 million for full rehabilitation.[18]

Clearly, an agenda has been set for Allen Parkway Village, and this is to profit from the sale of its 37 acres regardless of the cost of rehabilitation. Estimates of probable land costs per square foot have ranged from $10 to over $100, but at present these numbers are meaningless. As Tom Forrester Lord, lawyer and expert in low-cost housing and Houston real estate development, states, "In this case, we have a seller but no buyer." The housing authority claims that the money earned from this sale will be used to repair other housing developments in Houston. At the same time, HACH is divesting itself of its most costly development and a third of its inventory of family housing.

In order to dispose of property, the housing authority must relocate all residents who live on the site. This population decreases daily in part because residents seek housing elsewhere but primarily because of the housing authority's use of "constructive eviction," that is, harassment. This is one resident's experience:

> First, if your family grows, they won't let you transfer to another apartment. There are five of us in two bedrooms now. Then you get a gas bill for $91 for one month. That's how much my bill was last month, and I don't use any gas except maybe hot water and the stove. There's no way I could use more than the allotment we get for free each month. I've got the pilot out on my heater, but I wish they'd just disconnect my gas line. I bet I'd still get a $91 gas bill. So, if you can't pay the bill, you get an eviction notice. Then you go to court. And then you get kicked out. Yesterday, the manager gave these people next door one hour to be out of their apartment, and an hour later she came back with the police. Now their furniture is all over the sidewalk. One day you have a neighbor, the next day you don't. It's not like people want to move, but if you hold out, when they get through with you, you don't have anything to move with.

The housing authority prohibits moving within the development, so growing families are forced either to move or live in overcrowded conditions. A large number of residents report inexplicable increases in their utility bills. Cars are towed away more often without warning. Another resident says that fines are assessed for previously tolerated practices, such as keeping a pet. In addition to fines, the housing management can then require such residents to pass a housecleaning course.

> Then they send you to this housekeeping school they're so proud of. You have to get bus fare, get someone to sit with your kids, take time off if you're working, and take the bus to the school. If you miss maybe 2–3 meetings, you flunk the class. Then they give you an eviction notice.

If residents want to contest any of these practices, they must file a grievance with the housing authority management.

> But they told my neighbor she had to have a lawyer to file a grievance, which isn't true. I filed a grievance last month about my utility bill, and I still got an eviction notice. They can't evict me if I've filed a grievance until I've had a hearing. But I got an eviction notice a week ago, and yesterday I got this [Termination of Lease]. And it says I should file a grievance. Now you know, at this hearing, they'll just say they got their records mixed up [and drop eviction proceedings]. I've been through this before.

Effectively, the housing authority saves itself from greater political resistance and from the logistics of relocation when present tenants leave or transfer to another housing project in Houston. HACH then boards up the apartments rather than accept new tenants, yet there are at least 5,000 families on the waiting list for subsidized housing. Some of these people have specifically requested residence at Allen Parkway Village. As Lenwood Johnson says, "The war of attrition is probably HACH's most effective strategy."

The housing authority has used one additional tactic to prepare the way for demolition. The "Technical Report" came to the embarrassing conclusion that the placement of large numbers of Indochinese in a predominantly black neighborhood was no accident. "It is unlikely that this demographic change in tenant population was due to random assignment from the HACH waiting list; . . . [it] appears to have been an attempt to isolate the [black] community and to defuse the issue [of possible demolition] as a political concern."[19] Most Indochinese residents do not speak English, most cannot vote because they are not yet citizens, and they have little knowledge of their political rights in this country. These Indochinese tenants are unknowing tools of the housing authority's plans. Although residents say that initially there was racial tension between the blacks and Indochinese, this has dissipated as the two groups work together to fight demolition. Over the last two years, the Indochinese have become extremely active in efforts to save Allen Parkway Village.

The Designers' Contributions

In a situation as complicated as this one, physical design appears to be relatively insignificant. Economic and political conditions seem to have defined both the problems and the solutions under consideration. Nevertheless, the physical condition of both the public housing and the adjacent neighborhood has been a significant issue in the debate. In the "Technical Report," the study team justified razing the buildings partially on the basis of Allen Parkway Village's design. For example, the report states that full rehabilitation "does not resolve basic site design flaws that make livability poor. These include: high densities, security concerns, lack of open space, poor traffic flow, and shortage of parking."[20] These are not, however, immutable obstacles but opinions based on interpretations of present conditions, which have been refuted by a team of architects who visited the site, students' design competition proposals, and rehabilitation projects for similar housing developments. At 27 dwelling units per acre, this is a medium-density, low-rise development. In her extensive study of residential satisfaction in multifamily housing, Clare Cooper states that residential quality can be achieved with high density when other physical conditions are present, such as visual and functional access to open space from the dwelling, protection of privacy, division into small clusters, variety in facade design, and variety in layout.[21] The Allen Parkway Village Design Competition demonstrated that all of these conditions could be achieved with minimal effort. Traffic flow and parking can be improved. There is by no means a lack of open space when only one-fifth of the site is built and the remainder is open. If all the present two- and three-story buildings were spread out as a one-story building (maintaining the current square footage), it would cover less than half of the entire site (floor area ratio of building to site is .45).

A related disadvantage that the committee adduced in its report, that full rehabilitation "requires a large expenditure of funds for little enhancement in livability," is equally questionable. The study team appears to be unaware that the housing project already meets many of the guidelines for family housing established by research on residency patterns and preferences. For example, all ground-floor units have both front and back entries; all units have at least two exposures for light and ventilation; all units are entered at the first- or second-floor level; children's play areas are easily surveyed from the apartments and are safe from auto traffic.

There is another important way in which the development's physical condition has become a factor in the argument for demolition. Three major thoroughfares leading from Houston's most affluent residential neighborhood into the central business district cut through the Fourth Ward, displaying physical decay and neglect to passersby. One sees the deterioration with no explanation of the causal forces and is tacitly persuaded that the area is beyond improvement. Some tenants have accused the housing authority of capitalizing on this situation by first boarding up apartments along the main street so that the worst of Allen Parkway Village is most visible.

Finally, it is difficult for most people to *imagine* the kinds of changes that might enhance livability in the housing development. Even housing officials and architects who may have extensive knowledge of low-cost housing feel far more comfortable with new construction than with rehabilitation. Acknowledging this, John Morris Dixon, editor of *Progressive Architecture*, writes, "A relatively new factor in the national housing situation is the need to rehabilitate large numbers of aging public housing units."[22] A set of rehabilitation strategies intended to improve the quality of life is only now being developed. At this point, very few individuals can envision the positive transformation of such neighborhoods.

The Allen Parkway Village Design Competition was organized to explore the alternatives for rehabilitation, alternatives more difficult to imagine than razing the place. The twelve modest schemes presented by the student teams stand in stark contrast to the housing authority's vision. All solutions substantially increased on-site parking, and all but one altered the traffic circulation to improve traffic flow. All teams found ways to better integrate the public housing with adjacent Freedmen's Town. In addition, clearly marked pedestrian paths through the site created better connections to both the surrounding neighborhood and the parklands to the north. In each solution, the elderly who are currently located in three-story buildings (requiring that some elderly walk up two flights of stairs to their bath and bedrooms) were relocated to other buildings. Since public funds were still available for the construction of elderly housing, several teams proposed new construction of medium-rise elderly units on the site.

Few teams felt that alteration of the existing buildings was necessary beyond the addition of elements intended to create a less institutional image and to support existing neighboring patterns (for example, hipped roofs, porches, better defined entries, variety in facade treatment). All the proposals emphasized improvements to the open space, adding such garden elements as low walls and landscaping to help define outdoor spaces within the larger community and to give residents a greater sense of proprietorship of the land directly adjacent to their units. Problems considered endemic to the site plan were transformed into positive resources in the design proposals. The probable costs of the student proposals have been calculated and sent to HUD to counter the housing authority's arguments. These estimates indicate that relatively minor expenditures could make tremendous improvements to quality of life at Allen Parkway Village.[23]

In a related effort, over twenty upper-division students and three faculty members at Rice University's School of Architecture participated in a study of Freedmen's Town, including the area declared a national historic district.[24] Students conducted extensive interviews with two dozen residents to better understand their attitudes, perceptions, neighboring patterns, and residential histories. The findings describe a remarkably stable and cohesive community. The residents interviewed have lived in their rented homes for about sixteen years on average, and for thirty-three years in the neighborhood. A majority live in multigenerational households, and over half have relatives living elsewhere in Freedmen's Town. All know some of their neighbors; over half say they regularly help care for elderly neighbors or for their neighbors' children. Students also studied and mapped land use, building and block types, physical conditions, and land ownership. With this background, the students developed urban design proposals that reflected the values of residents as well as land prices established by the property owners. The students' work was periodically critiqued by community members. Their concerns about revitalizing the old elementary school, the street of most historical significance, and businesses in the area were incorporated in the urban design schemes.

Incremental solutions were proposed, to be implemented in phases by a variety of actors, often including a self-help component. Architectural prototypes were based on existing neighborhood patterns, aimed at tripling the overall population density. The resulting schemes might be called "tethered ideals," since the pragmatics of available funding, skills, and costs were significant concerns. The study, however, did not delve into these matters in detail, which is the next necessary phase in developing feasible revitalization proposals.

As with proposals for rehabilitating Allen Parkway Village, the urban revitalization schemes for Freedmen's Town have provided visions of a previously unimaginable future. The solutions have been presented to an employee of the city planning office and to the Urban Design Committee of the Houston Chapter of the American Institute of Architects, at their request. A downtown gallery, organizing an exhibition on the neighborhood, plans to display the students' work to show possible alternatives to city plans. By no means can design activities alone save this neighborhood, but they can make a substantial contribution to the community's efforts to save itself.

Alternatives to Demolition

Under the present federal administration, one can easily define public housing as a nonrenewable national resource. The preservation of public housing necessarily entails a rehabilitation strategy. Many local authorities that wanted to preserve public housing struggled to modernize a large part of their housing stock before the predicted budget cuts.[illegible] There are a few examples of innovative rehabilitation strategies developed to augment federal programs. In some cases, creative solutions stemmed from tenant disgruntlement that turned into collective action. Rent strikes in St. Louis and Newark public housing, for example, precipitated tenant takeover of management. Under tenant management, maintenance and social service programs were organized as training and employment opportunities for residents.[illegible] Such programs, and others that involve self-help activities, can improve housing services, slightly reduce costs (or keep them constant), and give tenants a role not only in consumption but production of housing.

Changes in forms of management can be extended to changes in forms of tenure. Public housing can be converted into condominiums, home ownership in fee simple, or cooperative housing. Nearly 3,000 units of public housing have been approved for conversion to some form of home ownership, and about 550 have already been sold to tenants.[illegible] This solution can solve problems for both housing officials and residents. Recognizing this, HUD is selecting sites for a demonstration project to convert subsidized housing to tenant ownership. There is one significant limitation to a conversion program: it is only a feasible strategy for residents who have incomes between 50–80 percent of the median income. Therefore, the very poor, including those receiving some kind of welfare, will not be served by this program.

Besides conversions to home ownership, other strategies for public housing combine changes in tenure with alternatives to federal funding, particularly by attracting private monies. Houston is engaged in relatively small-scale efforts to attract private investors to public housing.[illegible] These efforts are dwarfed by the kind of work the Dallas Housing Authority plans for the 3,500-unit Lake West, the largest low-rise public housing development in the United States. Lake West will surely serve as a test for the employment of creative techniques at a significant qualitative and quantitative scale. With the help of Peterson, Littenberg Architects and other consultants, a complex plan has been proposed.[illegible] Rather than remove any units from the site, current density will be maintained, and commercial, industrial, and institutional uses will be added to the area. Through numerous meetings with residents and the help of many consultants, a set of mixed strategies will be employed, including all forms of ownership and rental of units. When asked about the cost of the plan, Peterson says,

> The housing authority agreed that it would be a big mistake to hinge the proposal on costs. There are many alternatives, including private and commercial sources, that will be aggressively pursued. In the end, the cost to the public will be much less than the total cost to implement the plan.

According to the Dallas Housing Authority, total modernization funding requested for the project is $62 million; they have received $18 million, and work has begun on the site.

Fundamental to the preservation-demolition issue is the determination of the degree to which public housing has succeeded. The conventional public housing program, although widely criticized, has actually contributed substantially to alleviating housing problems of the poor. In spite of Pruitt-Igoe's powerful image, it was not representative of public housing's evils or the ill effects of public housing design. As analysts have demonstrated, a soft real estate market and poor policy and management practices were more significant than poor design.[illegible] The problems of high-rise family housing are well documented, but only 10 percent of the public housing in the United States fits this category.[illegible] In addition, the maintenance and operation costs of public housing have always been underfunded by the federal government. The nation continues to spend more money through tax deductions to home owners than it does to housing lower income people. For example, housing-related tax expenditures (such as home owner deductions) for 1980 alone exceeded all expenditures for housing subsidies over the last forty years.[illegible] Nevertheless, public housing has provided approximately 1.3 million units, sheltering about 4.5 million people. In an unpublished survey conducted in 1979, Joseph Riley of HUD found that about half the residents in public housing had lived there less than five years.[illegible] Another study found that the turnover rate in 1975 was about 18 percent.[illegible] Although some of the turnover can be attributed to dissatisfaction with the living environment, it is fair to assume that a proportion of the housing is operating as initially intended, as a stable place from which poor people can improve their economic circumstances. For the large number of vulnerable poor—the elderly, children, and female-headed households—public housing is providing decent housing that they could not otherwise acquire. Among the 29 million people who need low-cost housing, about 4 million are elderly and 11 million are children. For the most part, critics who suggest that public housing is irreparable, or that it does no good, have not looked closely at the statistics. The real failure is that all forms of assistance provide housing for less than one out of four households with incomes below the poverty level.[illegible]

For some time, the federal administration has been shifting its policy from providing housing to providing income in the form of rent subsidy. Called the voucher or housing allowance system, it requires qualifying individuals to pay 30 percent of their monthly income for rent and provides a subsidy for the rest. Tenants select their own housing, which must meet certain standards in terms of decency and rent. Advocates of the voucher system expound the virtues of freedom to choose one's own housing, the elimination of economically segregated "projects," and the program's cost effectiveness.

After an extensive study of direct rental subsidies, several significant problems with the program were uncovered.[illegible] For example, the national housing supply does not meet demand in terms of available low-rent units that meet minimum standards. Added to this, the needs of certain groups, such as large families, are especially problematic given the housing presently available. Ethnic minorities still experience discrimination in housing, so that a smaller portion of qualified housing is actually available to them. Housing allowances are less appropriate for low-income elderly than the provision of specialized housing. And there are what might be called "shadow costs" in private housing: utility and transportation costs and the risk of eviction may be higher. Under ideal circumstances, a direct cash subsidy might be preferable to the provision of housing, but under actual circumstances, the program has serious flaws.

Conclusion

The Houston example holds a number of troubling implications for public housing in the United States. The most problematic public housing—that is, the oldest, inner city developments—will be targeted for demolition. Razing these developments, given available demographic information, will precipitate the destruction of poor, black neighborhoods as well. Not only will this multiply the amount of involuntary displacement, but a vast number of low-cost rental units will be lost. The further reduction of an already insufficient supply of low-cost housing will proceed hand in hand with increased reliance on housing allowances. Thus, as more people receive rent subsidies, there will be less housing available toward which they can apply the subsidy. The number of homeless people can only multiply as the "housing of last resort" is eliminated.

Public housing is considered a nonrenewable national resource that must be preserved. To save it will inevitably require greater subsidization from the federal government. This is unlikely to happen in the near future, but in the meantime, municipal housing authorities, design professionals, and concerned citizens can work to delay such irreversible actions as demolition. This "treading water" strategy does not improve the housing situation for the poor, and there are no assurances that future policies will permit a more constructive approach. Biding time, however, does permit the residents in threatened housing to plot out alternatives for their lives. And preserving the public housing and poor neighborhoods leaves open possibilities for revitalization in the future. Under present circumstances, creative examples across the country demonstrate that when all actors are moving in the same direction, public housing can be saved and, moreover, improved.

NOTES

1 Median household income in the Freedmen's Town neighborhood for 1979 was $4,775 (compared to $18,474 for the City of Houston). Nearly 60 percent of the population lives below the poverty line. U.S. Bureau of Census, Tract 400.26.

2 Efraim Garcia, director of planning and development in Houston, organized a majority of private property owners in Freedmen's Town to sell land to a single developer. In return for new infrastructure, the developer must include an area of approximately six blocks as an historic district, some elderly housing, and some open space. Garcia's plans are not definite at this point.

3 There are approximately 1,000 residents at Allen Parkway Village. The city estimates a population of 6,000 in Freedmen's Town, while community groups ascribe a larger area to Freedmen's Town and estimate 8,000.

4 Carol Stack has written one of the best descriptions of life in a poor black neighborhood, explaining the importance of such networks: *All Our Kin* (New York: Harper and Row, 1974).

5 The 1986 federal budget proposal cuts modernization funding to $175 million from $1.725 billion in 1985. (Note that the $1.725 billion is amortized over twenty years to produce approximately $800 million annually for modernization.) Mary Nenno, National Organization of Housing and Redevelopment Officials, Washington, D.C.

6 Chester Hartman, ed., *America's Housing Crisis* (Boston: Routledge and Kegan Paul, 1983), p. 2.

7 See, for example, "City Reports," *Journal of Housing* (January 1981), pp. 40–41. The article describes the Lorain, Ohio, Metropolitan Housing Authority, which instituted efficient operations, eliminating the need for HUD subsidies.

8 Raymond Struyk, *A New System for Public Housing* (Washington, D.C.: The Urban Institute, 1980), pp. 42–43.

9 Chester Hartman, D. Keating, R. LeGates, with S. Turner, *Displacement: How to Fight It* (Berkeley, CA: National Housing Law Project, 1982), p. 10.

10 Craig Flournoy and G. Rodrigue, "Separate and Unequal: Subsidized Housing in America," *The Dallas Morning News* (February 10, 1985), pp. A1, A24–26. This excellent investigation was reported in daily feature articles during the week of February 10–17, 1985.

11 E. P. Achtenberg and P. Marcuse, "Towards the Decommodification of Housing," in Chester Hartman, ed. *America's Housing Crisis* (Boston: Routledge and Kegan Paul, 1983), pp. 202–231.

12 Diane Ghirardo was actively involved in organizing the charrette, and a majority of Rice architecture faculty assisted students with their schemes. Jurors for the competition were Lenwood Johnson from Allen Parkway Village, O. Jack Mitchell, dean of Rice University School of Architecture, Thomas McKittrick, president of the Texas Society of Architects, and Aldo Rossi, who needs no explanation.

13 "War Needs: Housing," *Architectural Record* (April 1942), pp. 47–50. "Project Center Building," *Architectural Record* (May 1942), pp. 52–53.

14 This and other information not otherwise footnoted was obtained in a series of interviews with select Houstonians conducted by the author in 1984.

15 "Technical Report: Allen Parkway Village/Fourth Ward." Prepared for the HACH, September 1983. 115 pp. See Section V: Demographics.

16 Ibid., p. X-5. This report states that HUD will not disburse the funds until the future of Allen Parkway Village is certain; however, this does not explain why the funds were not spent at the time of allocation when presumably HUD would have allowed it. The executive director of HACH reverses that statement, saying HUD will not allow them to spend money on repairs, so that demolition is the only option (*Houston Post*, November 16, 1983). Another explanation is that HUD officials never granted final approval for Allen Parkway Village's rehabilitation because HACH was in a state of financial mismanagement. This kind of bureaucratic Catch-22 creates a smoke screen for city redevelopment plans.

17 Ibid., p. X-5.

18 Estimates were calculated by James Bridenstine for use in an upcoming hearing with HUD. Bridenstine thinks any large developer could rehabilitate Allen parkway Village for half the housing authority's estimate. If resident labor is included, the cost would be one-third of the HACH estimate.

19 "Technical Report," op. cit., p. II-9.

20 Ibid., p. XI-3.

21 Clare Cooper, *Easter Hill Village* (New York: The Free Press, 1975), pp. 217–218.

22 John Morris Dixon, "Subsidized Housing," *Progressive Architecture* (July 1984), p. 65.

23 Paul Chapman, project manager at Mayan Construction, Houston, roughly calculated that the costs for either of the two winning schemes would be about $4–5 million, which does not include subsurface site work or work inside the apartments.

24 Instructors for the studio were D. Coll, P. Rowe, and M. Underhill. The research and design concentrated on the forty blocks declared historic.

25 In an unpublished survey (April 1985) of six Texas housing authorities, Paul Crowther found that modernization of eighteen individual housing projects had occurred in the last five years.

26 R. Kolodny, "Self-Help Can Be an Effective Tool in Housing the Urban Poor," *Journal of Housing* (March 1981), pp. 135–142.

27 Unpublished survey (1984) by Mike Diggs, HUD, Washington, D.C.

28 See for example, Earl Phillips, "Opinion and Comment," *Journal of Housing* (May/June 1984), pp. 70–71.

29 A brief summary of Lake West proposal is published in *Progressive Architecture* (July 1984), pp. 79–81. A complete description is provided in two reports prepared in March 1984 for the Dallas Housing Authority: "Lake West Master Plan" (110 pp.), and "Lake West Technical Supplement" (23 pp.).

30 See Roger Montgomery, "High Density, Low-Rise Housing and Changes in the American Housing Economy," in S. Davis, ed., *The Form of Housing* (New York: Van Nostrand Reinhold, 1977). See also Lee Rainwater, *Behind Ghetto Walls* (Chicago: Aldine Publishing Co., 1970).

31 Cushing N. Dolbeare, "The Low-Income Housing Crisis," in Chester Hartman, ed., *America's Housing Crisis* (Boston: Routledge and Kegan Paul, 1983), pp. 29–75.

32 Ibid., pp. 49, 69.

33 Joseph Riley, unpublished study, HUD, Washington, D.C., 1979. The sample consisted of 10,000 tenants.

34 Struyk, op. cit., p. 17. The sample included eleven public housing authorities in very large cities.

35 Dolbeare, op. cit., pp. 36, 37.

36 J. Friedman and D. H. Weinberg, eds., *The Great Housing Experiment*. Urban Affairs Annual Reviews, Vol 24 (Beverly Hills, CA: Sage Publications, 198[illegible]).

1 **Freedman's Town, children's parade.** Photograph by Phyllis Moore.

2 **Freedman's Town.** Photograph by Phyllis Moore.

3 **Freedman's Town bungalows.** Photograph by Phyllis Moore.

4 **Allen Parkway Village, long rows to downtown.** Photograph by Phyllis Moore.

5 **Allen Parkway Village, Big Wheel boy.** Photograph by Phyllis Moore.

6 **Allen Parkway Village, Indochinese religious ceremony.** Photograph by Phyllis Moore.

7 **Leonard Johnson and son, Lee.** Photograph by Paul Hester.

8 **Area map.**

9 **Site plan, Allen Parkway Village.**

10 **One-story apartments, one and two bedrooms.**

11 **Two-story apartments, three and four bedrooms.**

12 **Winning scheme of Allen Parkway Village Design Competition** by M. Murray, B. Sears, J. Tunstall, and T. Thurman, Rice University.

13 **Charrette solutions recommended creating a "main street" and marking the entry to Allen Parkway Village.**

14 **Allen Parkway Village, typical existing facade.**

15 **Free-standing brick wall to be built by residents creates entries, places to sit, planters.**

16 **Garden walls and landscaping help define "turf." Colored awnings identify individual apartments.**

17 **Covered patios define entries and yards.**

18 **Urban design proposal** for Freedman's Town by M. Lee, C. Somers, E. Wexler, and M. Zagran.

19 **Urban design proposal** for Freedman's Town with architectural prototypes highlighted by E. Landry and M. Travers.

20 **Downtown's shadow over the Fourth Ward.**

Historic Freedman's Town is in the center and Allen Parkway Village at far right. Photograph by Paul Hester.

Drawings by Paul Crowther; also Kevin Daly and Mary McAuliffe.

Chairman GONZALEZ. Thank you very much, Professor, for an excellent presentation.

I think we will recognize the panelists and then we will address questions. Ms. House, we will recognize you next.

STATEMENT OF GLADYS HOUSE, PRESIDENT, FREEDMEN'S TOWN ASSOCIATION

Ms. HOUSE. Thank you very much, Congressman Gonzalez.

I must say that I am very pleased that the subcommittee found the time to come down and look at the situation of public housing here in Houston.

I am 30 years old. I am a native resident of the Freedmen's Town area. I have lived in Allen Parkway Village housing project for at least 2 years. I am no expert by any sense of the word, other than just being black and residing in Houston.

In order to appreciate Allen Parkway Village, you must know the history of the overall community. The community's natural name, original name is Freedmen's Town. It was given that name by the freed slaves who came to Houston shortly following the Civil War. Ironically, the initial site of Freedmen's Town is where Allen Parkway Village now stands.

Basically, what I would like to do is highlight some of the historical significance of Allen Parkway Village. Despite the talk of local politicians who work closely with insensitive developers, Allen Parkway Village is an ideal place. It is a sound project for families to reside. Back in its initial stage of birth, Allen Parkway Village was known as San Felipe Courts then, back in the mid-1940's. It was to be the largest public housing project in Houston. While its existence severed Freedmen's Town in terms of displacing many black land and homeowners, this was during a racist era, and they went a step further and caused a need to construct a brick wall separating the community from Allen Parkway Village. But as time passed and the Civil Rights Movement and other efforts were made to bring about equality, the politics allowed blacks to share and enjoy housing in the community.

However, Freedmen's Town—going back to somewhat the initial stage—expanded despite the unfair political, social, and economical conditions here in Houston. And by the turn of the century, blacks accounted for one-third of Houston's population. Blacks built and maintained their own economic strength. They were so powerful that white businessmen became threatened. At that point, a long-term strategy was set in motion, causing black businesses and land to be destroyed by the local governments and the domain powers. Black buildings were razed and the land raped by so-called progress. Downtown Freedmen's Town, by the late 1960's, no longer stretched to Travis, Franklin or Bell Streets. More black home and landowners were displaced by the erection of the Gulf Coast Freeway, known as the Gulf Freeway, during that same time in this area.

Today, the city of Houston is one of the largest landowners in Freedmen's Town. Strategically, no moneys, community development or economic development, as well as fund moneys have been put into the Freedman's Town toward preservation or restoration.

Yet statistics shows that blacks residing in Houston pay higher taxes as well as highest rents. Suddenly, the local government comes forth and finds that Allen Parkway Village is a bad investment.

Back in 1983 when I served on the steering committee of the housing authority, I was asked to serve by Earl Phillips on the committee, steering committee, to assess whether or not Allen Parkway Village needed to be demolished. I was informed, also, that if the votes went well, we would be assured of what is known as an urban renewal package; in other words, that only one-third of Allen Parkway Village would be demolished. And say, for instance, that that one-third consisted of 400 and 200 units would be placed throughout the remaining section of the community, and the remaining two-thirds of APV would be restored.

Also, we were assured of economic and community development to aid the existing businesses in the area as well as additional businesses; and, also, the addressing of the historical district in the area; and, finally, that community leaders in Freedmen's Town would have say-so regarding the planning and housing of facilities in the area. However, after all of this talk in the community had concluded, investigations and meetings and so forth, the Mayor went public during her second term to say that the housing authority's only job was to address Allen Parkway Village, and that was the sale of APV.

Mr. Garcia stated in his presentation this morning that 42 blocks of the area placed in the historic district was done at the opposition of four main landowners. I have some problems with that statement that Mr. Garcia used. There were roughly four main landowners, or really three, if you include the city of Houston—that's four—who led the misinformation of the uninformed elderly landowners, absentee and owner/occupied persons of the area; and really gave the historic preservation a bad name. So by the time we met with the landowners to try and introduce the benefits of those—Texas is somewhat limited in—with its benefits to historic preservation—the landowners were very, I guess I could say, not very receptive to our position. And it is kind of hard to compete with the city of Houston when you are speaking in behalf of a mayor; then, on the other side, when you are speaking in behalf of renters who consist of—who account for roughly 95 percent of the population in Freedmen's Town.

So the historic district was the only means at that time. And, presently, for the residents to do something, to try and obtain funding that the local government should have applied to the community but refused to do so. So we felt that we could cover a lot of ground in the historic district being that we could obtain and preserve some of our heritage through housing, of some other buildings. At the same time, open the door to possible Federal funding to come into the community.

I guess, basically, that is all I have to say.

[The prepared statement of Ms. House follows:]

ALLEN PARKWAY VILLAGE: BLACK HISTORY BY ANY OTHER NAME
Submitted by Gladys M. House
Before Cong. Henry Gonzales, U.S. Subcommittee on Housing
Monday, October 14, 1985

The historical significance of Allen Parkway Village (hereinafter APV) houses much more than the alleged poor living conditions manifested by local politicians who work closely with the insensitive developers.

Known as San Felipe Courts at its initial stages back during the mid 40s, it was to be the largest public housing project in Houston. While its existence severed Freedman's Town and displaced many black land and homeowners, a racist era went a step further and constructed a brick wall, separating the brick homes of whites from the wood-framed houses of blacks in the same community.

As time passed and the Civil Rights Movement with it, politics began to allow blacks to share and enjoy housing in their community that was once off limits to them.

The site of APV was the location of the beginning of Freedman's Town (known as Fourth Ward for political reasons). Freed slaves following the Civil War settled along the Buffalo Bayou, and named their newly found home "Freedman's Town."

Freedman's Town expanded despite unfair political, social and economical conditions. By the turn of the century, blacks accounted for one-third of Houston's population. Blacks built and maintained their own economic strength that was so powerful that white businessmen became threatened. A long-term strategy was set in motion, causing black businesses and land to be destroyed by the local government's eminent domain powers. Black buildings were razed and the land raped by "progress." Downtown Freedman's Town, by the late 60s, no longer stretched to Travis, Franklin or Bell streets. More black home and landowners were displaced by the erection of the Gulf Coast Freeway (Gulf Freeway) during the same time in the area.

Today, the city of Houston is one of the largest landowners of Freedman's Town. Strategically, no monies, CD or economic development, have been put in to Freedman's Town toward its preservation or restoration. Yet statistics show that blacks residing in Houston pay highest taxes. Suddenly, local government finds APV a bad investment.

Back in 1983 when I was asked by Earl Phillips, executive director of the Housing Authority of Houston, to serve on a steering committee to discern if or if not APV should be sold, what I voted for was an "urban renewal" package. I was informed by the committee that what they would do, if vote was successful, would be to demolish one-third of APV and replace those units throughout the remaining Freedman's Town; the remaining two-thirds of APV would be restored; CD and economic development monies would be placed into this area to aid present businesses as well as introduce more; work with community on historic district and give leaders in area voice in all planning and housing deals. This side is never told, only that Gladys House signed off to sell APV. When Kathryn J. Whitmire was seeking her second term as mayor, I appeared at a forum given by the Black Professional Women's Organization, and asked her about her position regarding restoration of APV and Freedman's Town. She responded that the HHA was handling all that. Once she was in office that January (1984), she later went public in one major local paper, stating that it was not the HHA's job to address the CD or economic development in Freedman's Town, but to deal with selling APV.

APV is one of the soundest structures in Houston. Talk of demolition is only political. The HHA should be made to restore APV with the available monies that it never used in the late 70s for that purpose, and residents should be given such hope.

Chairman GONZALEZ. Thank you very much, Ms. House. It was very enlightening.

We will proceed next with Mr. Johnson.

STATEMENT OF LENWOOD JOHNSON, PRESIDENT, RESIDENT COUNCIL, ALLEN PARKWAY VILLAGE

Mr. JOHNSON. Congressman Gonzalez, it is an honor for us to see you here today. It is an honor for you to permit us to speak. We have been hoping and praying for someone to be concerned about us, and we are really grateful.

I would like to apologize to you, first of all, that I did not get my prepared statement reproduced. I would request permission to be able to mail it to you within the next few days.

Chairman GONZALEZ. Certainly, that may be done. And you may proceed the best way that you feel you want to. And we will incorporate your prepared text whenever we receive it and append it to your testimony.

Mr. JOHNSON. Thank you.

I would like to start out by saying that I was not always a public housing tenant. And to tell you the truth, I never even thought about the day that I would be a public housing tenant because the thought did not even enter my mind.

I would say also that I knew where some public housing developments were. I passed them. I knew that I supported these wholeheartedly because I paid my taxes without question. I knew also that I supported many other things wholeheartedly because I paid my taxes without question.

But there came a day when I worked with the chemical known as isocyanate, being in the chemical research and chemical production area for about 15 years. The very same—one of the very same isocyanate that killed some 2,000 people in India, I got sick and did not know what was wrong with me, and neither did my doctors, it appeared. I was told I was having various problems. I got to the point that I could not work. So I dropped from middle class to no class. I dropped from a normal means of making a living and providing for my family to no means of providing for my family. And the only thing that caught me was Allen Parkway Village.

I came there, and when I saw it, I was hurt because I did not see where my tax dollars were going. I felt something was wrong because I know simple maintenance when I see it. My family is homeowners, and I know how they maintain their homes, with a little bit here and a little bit there, and I did not see that in Allen Parkway Village. Neither did my 7-year-old son. He cried when he asked me, "Daddy, do we have to stay here?" I said, "Mann, we do not have a choice." His name is Mann, and he cried. I consoled him as best I knew how. But at that time, I said something should be done.

I am telling you this to give you a viewpoint of a person who walks in, who is committed to being involved in community affairs and whatnot, and who is thinking from this vantage point that everything is all right. But it is not all right. It was just a band-aid. When I got in there, one of the first things I was told is, "We are getting ready to renovate. We've got $10 million. You're going to get new this, new that, and new the other." I relayed that information to my son. It made him feel better. But we are still waiting for them to renovate.

Since 1980, they went through the motions of renovation for 3 years, approximately. In 1983, all of a sudden, it came up that they had to do a study. That study determined that they would have to demolish.

There is another thing that should be talked about that hurts Allen Parkway Village and other housing projects; there is a dictatorial attitude toward all tenants. There is a kind of contempt for poor people. And I experienced that when I first came into public housing.

I am saying this to maybe give you some insight on what is going on inside of the public housing developments. It is almost like the Soviet Union and its satellite countries. The satellite countries would be each development in this case. And I can tell you a quick short story to emphasize that point.

Twice, my car was towed away. It was not illegally parked. I went and got the management to look at where it was parked. They said it was not illegally parked. When I confronted them about what they were going to do about it, they laughed. As a matter of fact, the whole office just fell out laughing. And they told me, "Don't you know you're in the pits out here?" And I never knew what that meant except I just kind of guessed that they were telling me, "You don't complain out here. You take whatever is done."

Even going through the stages of getting other people involved in this, I had to face their wrath. The same day I got a public service investigator out there to look at it, I got a fine. Within a few weeks later, I got another fine. When it came time for me to pay my rent, they would not accept my rent without the fine. I asked for a grievance hearing. That was denied; I could not even get a grievance hearing. I was taken to court, and attempts were made to evict me. I fought the eviction and won, but they still refused to take my rent.

I did not pay my rent for about 6 months. But each month, I would save my money order, and I kept trying to find someone who could do something about the situation. And, finally, I did in about 6 months. Then we finally got a grievance hearing. Then I won a grievance hearing. All moneys that I had put into escrow were supposed to be returned back to me. I never got them.

What we have in Allen Parkway Village is a conscious effort, and it has been going on for a long time, to get rid of the place. Everything that has been done there has been done for a reason. They have brought police to tenants' meetings, the tenants' organization meeting, to prevent them from organizing. Me, personally, I was knocked down. We had to get an attorney to go to court to fight for our first amendment rights. It upset some of the senior citizens so bad that some of them refused to come to another meeting, and many other people were fearful of coming to a meeting. It really hurts. During that time, we were doing letters to send the HUD officials, asking them not to consider demolition. We got approximately one-third of the letters we need as a result of that intimidation.

The problem with Allen Parkway Village, I think, is kind of systematic in that there is no one to enforce the regulations. We have gone to HUD, and HUD is hostile toward us. They will not help us. We have gone to other officials and they don't quite want to be bothered with it. There should be some mechanism, whether through the courts, which, again, is hard for a low-income tenant, but it is better than nothing; whether through the courts, through the Brooks amendment or some amendment thereof, we can have a claim for—right to sue. Some circuits do not grant tenants as third-party beneficiaries a right to sue under the Brooks amendment. Our present circuit does not have a decision, as far as I understand on that. But that fact alone will make an attorney stop before he takes the case because it reduces his chances. There is not a precedent; it reduces his chances for being successful, and he does not want to take the risk.

We have gone to the city council, we have gone to the mayor's office. No one cares to enforce rules, whether it is for spending money, such as in Allen Parkway Village, where for over 600 units they are getting an annual contribution contract subsidy. That subsidy is being diverted to other sources, according to certain HUD official and housing authority official court testimony. And when last we calculated, it was over a million of ACC contract funds gone to other sources. One of these sources was to pay back money that had been misappropriated several years before.

If they keep draining us, we will never have any money to do anything. There is a complete lack of concern, lack of commitment, and a conscious effort to turn public property over to private individuals at probably less than one-third the cost, from all we can estimate. These private individuals do not intend to and will not pay full value. They never have and from what we have seen, they never have, I should say, and we do not think they ever will. They are in the business of making money. Private housing officials should be in the business of providing private housing for low-income people.

The local government has brought up several points that they want to buy out suburban apartments. One of the things wrong with a suburban apartment is that they were not built for low-income people. There is one simple fact there we have to think about, and that is the low-income housing units have to be built to be durable because there is not enough profit incentive in it—or should I say, income coming into it to maintain an expensive unit. For instance, sheetrock is not ideal for public housing, and the Houston Housing Authority has a unit that is made out of sheetrock, and they have not been able to maintain it yet. And I am talking about one on the north side of Lincoln City. It looks like a bombed out European city.

Sheetrock is expensive to replace. The unit itself is not very durable. There is not enough—should I say, enough income coming in or not, they are not going to spend it to maintain a place properly. Without high income from rents and whatnot, you simply cannot maintain those suburban apartments.

The second thing is that they are not built to ventilate. So, therefore, for a family to live comfortably in them, most times they will have to be able to afford air-conditioning. And many of our low-income families in public housing cannot afford utility bills for air conditioning.

Already, the Federal law permits them to pay 30 percent of their adjusted gross income. In this case, nearly all of their utilities. Here in Houston, TX, during the summertime, a family in a 1-bedroom apartment is allowed 5 hours worth of electricity. If you use more, you are going to have to pay for it.

I know another one of the speakers addressed this issue, but it hurts me every time I hear somebody say that they are going to provide some cooperative housing for low-income people. I have not seen it formally work yet. In order to maintain a cooperative, a family needs to be making around $42,000 a year. Our current executive director, Earl Phillips, came here making $52,000 a year; therefore, he is probably talking about somebody in his own salary range than for anybody else. He was probably talking more for himself. Of course, now he can afford more because he has raised his salary to $94,000 a year, including the benefit package, in the last few years. Many of his staff members' salaries shot up a tremendous amount.

Chairman **Gonzalez**. That's more than the Congressmen get.

Mr. **Johnson**. Well, some people have it better than others.

But without this control we are talking about, some people will always have it better than others; some control to enforce rules and regulations.

And, by the way, a HUD official complained that they were going to wreck the fiscal soundness of the Houston Housing Authority by all these high administrative costs. We, in turn, wrote them, and they told us we had to go back to the HACH board to complain about that—which we had. Nothing happened, so I guess we go back again, and nothing happens again. But it appears that they want to raise their salaries at will, they want to spend money in areas that are not concerning providing safe and sanitary housing.

Some kind of way, there must be a way for some tenants to have some kind of input because they are the ones there, they are the ones that see it. I cannot expect a neighborhood clear across town to come here and look into Allen Parkway Village, a Kennedy Place, and be willing to spend the time and effort to research the problem and address that problem. We cannot depend on outsiders to do it for us; we have got to do it ourselves. But in order to do it, we also need a means, a vehicle to do these things. And, apparently, we simply do not have it. We simply do not have it.

Thank you, Congressman Gonzalez.

Chairman **Gonzalez**. I will ask some questions as soon as we hear from our last panelist. Mr. Griffiths.

STATEMENT OF BRUCE V. GRIFFITHS, STAFF COUNSEL, HOUSTON CHAPTER OF THE AMERICAN CIVIL LIBERTIES UNION

Mr. **Griffiths**. Good afternoon, Mr. Chairman.

My name is Bruce Griffiths. I am the staff counsel for the Houston Chapter of the American Civil Liberties Union. I am not an expert in public housing, but I think I know a little bit at this stage in my life about what has happened with Allen Parkway Village.

The ACLU in Houston has been involved for the last couple of years in several legal and quasi-legal proceedings involving Allen Parkway Village and the housing authority's plans to demolish it. In the course of that, we have done a lot of discovery and made Freedom of Information Act requests and Open Records Act requests from HUD and the housing authority. So we have a pretty good picture, at least as far as documentation can present, of what the history of the plan to demolish Allen Parkway Village is. And I think that it demonstrates that there are real concerns that everybody in the country who thinks that the housing programs that have been in place for 50 years have the function of providing a basic floor on a basic safety net for the poorest people in our society when it comes to housing.

The current move to demolish Allen Parkway Village I believe results from a confluence of local interests in demolishing it for a very obvious reason, which is that it is square in the path of downtown Houston; and a move on the part of the Federal Department of Housing and Urban Development, that is essentially hostile to traditional public housing, as we have known. They are in favor of demolishing it wherever it is possible.

Based on SOIA documents, it is clear that the housing authority here in Houston formulated the plan to demolish Allen Parkway Village long before its 1983 technical report, which I have provided as an appendix to my testimony. There were letters that were transmitted back in the mid-1970's from HACH to authorities in Washington, feeling them out on what kind of reception they would get from—if they wanted to tear down Parkway Village.

At that time, under Secretary Harris, the feedback from Washington was essentially negative and, in fact, in 1978 HACH applied for and, I believe, in 1979 received initial authorization for a public housing urban initiative program grant for approximately $10 million to repair Allen Parkway Village.

As of this point in time, the only moneys of that grant that have been used to repair Allen Parkway Village, as has already been pointed out, were used to board up empty apartments. An empty apartment in Allen Parkway Village is defined as any apartment that nobody is living in, because nobody ever gets put in them.

The one problem that—political problem which the housing authority perceived in its plan to demolish Allen Parkway Village was the fact that Allen Parkway Village had changed from 1941 to the mid-1970's to a predominantly black occupied housing project, and was adjacent to the oldest black neighborhood, the fourth ward, in the city. Politically, the black community was powerful enough and interested enough to block the demolition of Allen Parkway Village. At least, that is what was feared. So they had a program of changing the ethnic composition of the residents of Allen Parkway Village from being black-American citizens to Vietnamese and other Indochinese refugees, who obviously, although in need of housing, were not politically powerful in the same way that the black community was.

This is not simply my judgment that that is what happened. The 1983 report that Mr. Garcia made reference to specifically says that "a decision to demolish a project that housed Vietnamese refugees would cause less political fallout than the same decision to tear down a project housing mostly black families. However, the sentiments and allegiance that the city's black community share for the fourth ward remains strong."

In order to advance the cause of demolition, the population was changed from being 66-percent black and 5-percent Indochinese in 1976 to being 34 percent black and 58 percent Indochinese in 1984. HACH's own report says:

> It is unlikely that this demographic change in tenant population was due to random assignment from the HACH waiting list. The steering of Indochinese residents to Allen Parkway Village appears to have been an attempt to isolate the project from the fourth ward and the larger black Houston community.

So here we have two steps that the housing authority has taken. One, to change the ethnic composition; the other is to board up the apartments so the population goes down.

In 1981, when the current administration came to power, the response from HUD began to be much more favorable toward the idea of tearing down Allen Parkway Village; so much so that in despite of a December 1984 report prepared by HUD's staff—which I intend to get the committee a copy of; we just got it from an FOIA request. It is called "Environmental Assessment," and is dated December 1984. In that report, the HUD staff said that 86 percent of APV tenants can afford no more than $85 per month rent without some sort of subsidy. Such units are impossible to find in a metropolitan housing market such as Houston.

That was in the hands of Assistant Secretary Warren Lindquist when he made a comment to the Dallas Morning News that the prospects for HACH's getting approval of demolition of APV are certain.

With this encouragement from Washington, HACH has continued to be ruthless in its program to get approved the demolition of Allen Parkway Village. It called an election of the residents counsel of Allen Parkway Village with the clear purpose of making sure that Mr. Lenwood Johnson would not be elected president of the Tenants Association. When he attempted to conduct a meeting of his own organization, of which he was president, they had Houston police officers remove him from the podium so the election could be held by the person they had brought to hold it. When that election turned out to be in Mr. Johnson's favor, even after being counted by employees of the housing authority, their appointed chairman declared it invalid and set another election date.

Thanks to the intervention of a Federal district judge, that attempt was thwarted. But HACH has continued to press on in its attempt to demolish Allen Parkway Village.

At this point, I would like to note a quotation which appears in my prepared statement, which is from the U.S. Code Congressional and Administrative News, a report of this subcommittee, which starts out:

"As long as a shortage of low rent housing persists, the committee believes that every effort should be made to retain the present stock of public housing."

The housing authority has not made every effort to retain Allen Parkway Village. In fact, as Professor Cuff has testified, it has done its best to inflate the cost of rehabilitating Allen Parkway Village so it can justify tearing it down. This is not simply our speculation or the fact that proposed fire-smoke detectors in Allen Parkway Village cost $65, while the ones in other housing projects cost $15 to install; or that painting costs $1,300 in Allen Parkway Village and $300 in Clayton Homes. This is based on testimony of the former planning director of the housing authority, who was told when he came in with the cost of rehabbing, that it was too small; they would never justify demolition on that basis; and they had better jack it up. And he testified under oath last Monday that he resorted to manufacture those figures.

Chairman GONZALEZ. Just this last Monday?

Mr. GRIFFITHS. In a deposition; yes, sir.

The housing authority, when it made its last attempt to gain access to some of the $10 million for rehabilitation, a letter was drafted by the same official, which was changed by the addition of one sentence by the executive director, who told him to stick in a sentence telling HUD that they hadn't decided whether to tear the buildings down or not. And this is in the cover letter with the application for funds to rehabilitate. So HUD responded sort of rationally that why do you want us to spend $5 million rehabilitating buildings that you have not decided whether you are going to tear down or not. And they denied that access to the rehabilitation money. That letter was drafted specifically by the executive director to make sure that HUD knew that he was asking for an assertive thing.

The plans you have heard put forward by, ironically enough, the planning director of the city, not the housing authority, for various kinds of replacement housing in the event Allen Parkway Village is torn down, changed with the wind. The fact is that we have no definite plans for providing replacement housing. The city of Houston's city council approved the demolition of Allen Parkway Village with the express proviso that it be replaced by 1,000 units of public housing. There is no plans in sight for 1,000 units of public housing. The chairman of the board of the housing authority admits that they have had difficulty in getting communities to accept public housing. One of the ironic things about Mr. Garcia's cooperative housing project, which is down—the study is for a tract in the Westbury area, this is exactly the same neighborhood which was politically strong enough to prevent the building of a new public housing project down there, and their reaction to this cooperative housing project that is theoretically going to resettle all the residents of Allen Parkway Village has been exactly the same as their reaction to a traditional public housing project. They don't want it.

Mr. Garcia suggests that if we buy all these foreclosed apartment complexes out in southwest Houston that that is going to solve the problem. There is no reason to believe that that is anymore politically acceptable than a traditional public housing project would be.

The fact is that once Allen Parkway Village is razed, there will be no legal, political, or other pressure on the housing authority to replace Allen Parkway Village. At that point, what's done is done and the forces that could make them build replacement housing just do not exist.

The—basically, I think a simple way to look at the situation is that we all know that a bird in the hand is worth two in the bush. And a structurally sound, very well located Allen Parkway Village, which is completely capable of being rehabilitated, is the most reasonable thing to do with this valuable capital resource that has been funded by Federal dollars since 1941. It is worth a lot more than an easily broken promise of new public housing which, I might add, also depends on the realization of a very high value on the land that Allen Parkway Village stands on.

In the latest addendum to their application, the housing authority picks a figure of $120 million that they expect to receive for that land. Mr. Garcia suggests $90 million. Kenneth Snitzer, a well known local developer, in a Dallas Morning News article says that he offered $60 million. And that was at a time when the housing and real estate market in Houston was much hotter than it is now. So their great plans for replacement depend to some extent on very speculative figures as to what they are going to realize for that land.

So that's speculation; though it is certain if they tear down Allen Parkway Village, we are not only going to lose the housing units, the thousand units represented by Allen Parkway Village, but as Mr. Garcia concedes, as Allen Parkway Village goes so goes the fourth ward. And there are another 3,000 or 4,000 units of low-income housing which would go the way of the flagship if the fourth ward is torn down.

Contrary to what Mr. Garcia implied this morning, the city in its proposed memorandum of understanding specifically says that it takes no responsibility on its own head to pay any of the costs of relocating residents of the fourth ward. What they say is, public give us the money and we'll do it, but they specifically say "we are not undertaking that responsibility ourselves; and if HUD doesn't come up with it, the people in the fourth ward are going to be on their own" as far as finding housing goes.

One more thing I would like to talk about is a specific proposal, since this is a congressional committee, if Allen Parkway Village is demolished it will not be because it is surplus housing. It will not be because it is obsolete. It will not be because it cannot be reasonably rehabilitated. It will be demolished because the housing authority has boarded up the last apartment after the last tenant moves out.

What is needed, I think, is Federal legislation that would make it specifically clear that a housing authority which accepts subsidies for public housing has an obligation to keep them full as long as there are tenants on the waiting list who want to get in that public housing. And it would be quite—given the current attitude of HUD toward demolition, very much advantageous if people on the waiting list or tenants had a private right of action to enforce such a provision because the HUD report, which I made reference to, specifically acknowledges that the current 60-percent vacancy rate in Allen Parkway Village is a conscious intention on the part of the housing authority to reduce their relocation costs and to make it easier to demolish Allen Parkway Village. And that is one thing that is not clear, the current Federal law gives anybody a remedy to enforce.

Thank you very much.

[The prepared statement of Mr. Griffiths and the report, "Environmental Assessment for the Demolition of Allen Parkway Village" dated December 1984, follow:]

TESTIMONY OF BRUCE V. GRIFFITHS

The move to demolish Allen Parkway Village is a result of the confluence of a longstanding desire by the local elite to replace the public housing project with a new private development and the apparent hostility of the Reagan administration to the whole idea of publicly-owned housing for the poor. It is clear that, whatever the arguments in favor of demolition may be, it will result in the elimination of 4-5000 units of low income housing (this figure includes private housing in the Fourth Ward) with very little prospect for its replacement in the near future. If this committee believes in the idea that local housing authorities and the various federal programs that support them exist to provide safe, decent housing for persons who could not otherwise afford it, then the history of Allen Parkway Village must be a cause for concern.

The Housing Authority of the City of Houston("HACH") first began seriously attempting to demolish Allen Parkway Village in the mid-seventies. At that time, there was no question as to why the local powers that be wanted Allen Parkway Village ("APV") demolished: Houston was booming and APV and the adjacent Fourth Ward neighborhood was square in the path of expected downtown expansion. To make the task of demolishiing APV easier, HACH undertook to change it from a predominately black development into a predominately Indochinese one, because (as reported in the HACH sponsored Technical Report: Allen Parkway Village/Fourth Ward at page III-9)

> ...a decision to demolish a project that
> housed Vietnamese refugees would cause less

> political "fallout" than the same decision to tear down a project housing mostly black lies. However, the sentiments and allegiance that the city's black community share for the Fourth Ward remain strong.

In order to advance the cause of demolition, HACH proceeded to manipulate admissions to APV so that between 1976 and 1984, APV went from 66% Black and 5% Indochinese to 34% Black and 58% Indochinese. In the words of HACH's Technical Report:

> It is unlikely that this demographic change in tenant population was due to random assignment from the HACH waiting list; the "steering" of Indo-Chinese residents to Allen Parkway Village appears to have been an attempt to isolate the project from the Fourth Ward and the larger black Houston community.
>
> Id. at II-9.

Despite the aggressive push for permission to demolish APV, HUD, under Secretary Patricia Harris, let it be known that permission was not to be granted. Instead, HACH was awarded in, 1979, a Public Housing Urban Initiative Program grant of ten million dollars for rehabilitation of the project. However, the Housing Authority, apparently afraid that it would have a harder time demolishing the project if it were fixed up and fully occupied, elected to use a small portion of that sum to board up apartments as tenants moved out and no new tenants were moved in. As reported in the Environmental Assessment for the Demolition of Allen Parkway Village, Houston, Texas ("Environmental Assessment") prepared by HUD in December 1984, the decrease in occupancy of APV "has been affectuated, we suspect, by the policy of HACH to keep vacated units in Allen Parkway empty to minimize relocation on sale/demolition of the development." No other major renovations were undertaken with the ten millon dollar grant.

When the Reagan administration came to power, HACH's attempt to demolish met with a more favorable response from HUD. Despite a report by his own staff that said that "Eighty-six percent of the [APV] tenants can afford no more than $85 per month rent without some form of subsidy. Such units are virtual [sic] impossible to find in a metropolitan housing market such as Houston's...,"(Environmental Assessment) Warren Lindquist, Assistant Secretary of HUD, was quoted as predicting "the prospects for their getting approval [of the demolition of APV] are certain." Dallas Morning News, June 9, 1985.

HACH has, with this encouragement, continued to ruthlessly pursue its program of achieving permission to demolish APV. When tenants of APV finally achieve sufficient organization to register their opposition to HACH's proposal HACH officials attempted to break this opposition by taking control of the APV Resident Council. Specifically, HACH attempted to call and then dominate an election for officers of the Resident Council. This effort, in clear violation of the tenants' First Amendment guarantee of the freedom of association, also placed HACH as a defendant in federal court. That lawsuit resulted in HACH's agreement to cease interfering with the tenants' association.- See, Lenwood Johnson v. The Housing Authority of the City of Houston. No. H-84-2682 (S.D.Tx. 1984).

Nor are the tenants the only group which HACB has ridden roughshod over to accomplish the demolition of APV. Indeed, HACB's actions reveal its complete contempt of the work of this very Committee. In 1984, this Committee enacted into law a variety of amendments to the United States Housing Act of 1937. In the legislative history to those amendments this Committee stated:

> As long as a shortage of low-rent housing persists, the committee believes that every effort should be made to retain the present stock of public housing. However, some public housing buildings are so obsolete by their condition, location, or other factors that no feasible program of modification can return the buildings to useful life. The bill therefore includes reasonable and workable restrictions which nevertheless allow the demolition and/or disposition of public housing projects or parts thereof, if there is no reasonable or viable alternative to bring the project to useful life.
>
> . . .
>
> The committee further believes that priorities for the public housing program at this time should be the modernization of existing structures and the completion of projects that are already in the pipeline.
>
> 1983 U.S. Code Cong. & Ad. News 1809-1810 (emphasis added)

In flagrant disregard of this Committee's determination that revitalization was the preferred course for any complex for which a reasonable program of rehabilitation could be created, HACB deliberately distorted the cost of rehabilitating APV. In its application for permission to demolish APV which it filed with HUD in August of 1984. HACB certified that the full rehabilitation cost of APV would be $36,000,000 or $36,000 per unit. As a result of testimony from former HACB employees, the American

Civil Liberties Union has now learned that top HACH officials ordered its staff to inflate these figures. Yet even before such revelations, the inflation of rehabilitation costs at APV could be discovered by comparing HACH's rehabilitation estimates for Kelly and Clayton Homes (which work is being done) to its estimate of APV rehabilitation (which work obviously had not been undertaken) it was clear that HACH had inflated its estimates.

Thus for example while the dwelling units at Kelly and Clayton Homes according to HACH are "in severe need of painting" such work can be accomplished at $400.00 per dwelling unit. See, p. 8 of Comprehensive Improvement Assistance Program, Comprehensive Assessment/Program Budget, part II-Supporting Pages, p 8 of 9 pages signed by Earl Phillips, August 15, 1983. However, the same work at APV will cost $1,316.66 per dwelling unit. See, p. 3 of the working papers upon which Exhibit "C" of HACH's Technical Report is based, obtained through Texas Open Records Act request and is attached as Exhibit ":G" to ACLU's Memorandum In Opposition To The Housing Authority of the City of Houston's Application For Permission To Demoilish Allen Parkway Village. Similarly, it is estimated that to replace existing water heaters in Kelly and Clayton Homes will cost $175.00 per unit, but $420.00 to accomplish the same at Allen Parkway Village (see the documents cited above). Further, smoke detectors which cost $15.00 when placed in Kelly or Clayton units miraculously becomes $65.00 when installed in an Allen Parkway Village unit. (Id.). This comparison could go on at great length, but the point should be clear that HACH, having no interest in rehabilitating APV has not attempted to formulate an estimate which would make rehabilitation appear feasible.

Yet, HACH had previously supplied HUD with a detailed proposal for repairing APV, estimating that such work would require $5,676,300.00. See, September 27, 1982, correspondence from Earl Phillips to Jim Wilson. When this figure is compared with the cost of rehabilitating Kelly ($4,020,306.00) and Clayton ($2,938,332.00) (see, September 22, 1983, correspondence from James Wilson to Earl Phillips) it is clear that rehabilitation of APV is feasible. Moreover, as the testimony of Dana Cuff, Assistant Professor of architecture at Rice University, will make clear, rehabilitation at APV can be accomplished with resources easily deemed reasonable. Indeed, HUD's failure to approve HACH's application which was submitted more than a year ago evidences the Department's conclusion that HACH has not met the requirements set by this Committee.

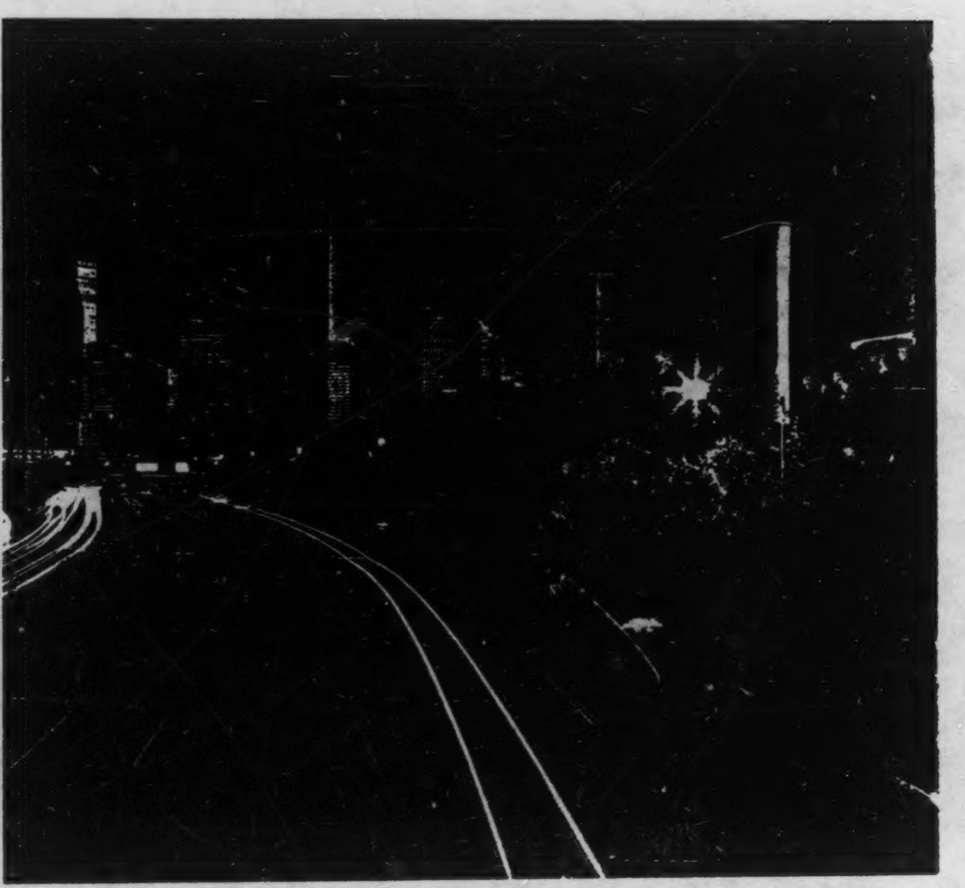
Having not been able to demonstrate that APV is presently obsolete, one would assume that the rational response would have been to set about revitalizing this major resource. Instead HACH has actively and with a vengeance sought to empty APV in order to be able to claim that the complex has become obsolete. Day by day, HACH has taken steps to reduce the tenant population at APV. It has accomplished this by evicting the Indochinese population which it formerly used to replace APV's Black tenants. After each eviction the apartment, regardless of its condition, is boarded up; this at a time when thousands of families are awaiting housing.

Throughout the last decade, HACH has been consistent in its desire to tear down APV. It has not been consistent as to why or what will happen when demolition is accomplished. Despite the requirement of replacement public housing imposed by the City Council of Houston on its approval, HACH has made no definite proposal for replacement public housing, as to location, type of unit, or otherwise. Its plan to build and maintain new housing with the proceeds from the sale of APV depends on getting an extremely high price in a soft market and contains no factor for purchase of land. Moreover, the political unpopularity of new public housing projects and HACH's poor track record in overcoming local opposition to the building of same, combined with the fact that there will be no effective legal or political mechanism to force the construction of replacement units, makes it likely that, once Allen Parkway Village is gone, it will be a long time, if ever, before this valuable resource is replaced. A bird in the hand is worth two in the bush, and a well-located, structurally sound Allen Parkway Village is worth much more than the easily-broken promise of new public housing which depends on the realization of an astronomical price on the sale of APV. While it is doubtful that the pie in the sky of replacement will ever come to pass, it is certain that the demolition of APV will result in the loss of valuable housing and the destruction of the city's oldest black neighborhood.

If APV is ultimately demolished it will not be because it is surplus housing, it will not be because it is obsolete, it will not be because it cannot be reasonably rehabilitated. APV will be demolished because HACH boarded up the last unit upon evicting the last tenant. What is needed in light of this tragic history is legislation which would require that public housing authorities maintain 100% occupancy whenever there are individuals wait-listed for public housing. Such a law would ensure that the millions of dollars which federal taxpayers have committed to public housing over the course of half a century are not wasted. Further, such a law would ensure that the homeless of today like the homeless of yesterday would be decently housed. Finally, such a law would make it far more difficult for housing authorities like Houston's to succumb to the ever increasing attractions of participating in extravagant real estate transactions which in no way benefit low-income tenants.

Rogers

ENVIRONMENTAL ASSESSMENT
FOR THE DEMOLITION OF
ALLEN PARKWAY VILLAGE
HOUSTON, TEXAS



Note: The large trees on the right are on the Allen Parkway Village Project site.

DECEMBER 1984

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INTRODUCTION

DESCRIPTION OF THE PROJECT

ENVIRONMENTAL CONCERNS

- Economic
- Historic Preservation
- Geology
- Biota
- Air Quality
- Drainage and Floodplain Management
- Noise
- Hazards
- Solid Waste
- Utilities
- Fire and Police Protection
- Relocation
- Social and Cultural Resources

ALTERNATIVES

- No. 1: Rehabilitation of Existing Structures
- No. 2: Partial Demolition and Partial Rehabilitation
- No. 3: Total Demolition
- No. 4: No Action

CONCLUSION

INTRODUCTION

The Housing Authority of the City of Houston (HCAH) has filed an application with the Houston Office of the Department of Housing and Urban Development (HUD). The application requests approval for the demolition of 1000 dwelling units and all ancillary buildings of a low-income public housing project known as Allen Parkway Village (APV), designated as projects TX00504 and TX00507.

HUD published as its final rule as 24 CFR Part 870 for PHA-Owned Public Housing Projects - Demolition of Buildings or Disposition of Real Property; Policy and Procedures on November 9, 1979.

The Housing and Urban-Rural Recovery Act of 1983, Section 214, amended Section 18 of the United States Housing Act of 1937 by adding additional language pertaining to the demolition and disposition of public housing.

HUD published its proposed rule, as 24 CFR Part 970, proposed regulations for the implementation of Section 214 of the 1983 act, on July 12, 1984. The comment period for the proposed rule ended September 10, 1984. The final rules and regulations for implementation of the amended Section 214 have not as yet been published.

Section 870.8 of the regulation now in effect requires that HUD approval of PHP's request for demolition and/or disposition will be subject to applicable requirements of the National Environmental Policy Act of 1969 and the National Historic Preservation Act of 1966.

It is for this reason that this Environmental Assessment has been prepared. This Environmental Assessment was prepared as a team effort with team members from both the Fort Worth Regional and the Houston Office participating.

The team consisted of:

I. J. Ramsbottom, Regional Environmental Officer - Team Leader
Gene Robertson, Regional State Engineer
Hugh Howerton, Cost Analyst, Houston Office
Antonio Hernandez, Subdivision Appraiser, Houston Office
John Davis, Regional Relocation and Real Estate Officer
Jack Morris, Regional Landscape Architect
Bob Chestnut, Acting Regional Economist

To gather the required data and information, Ramsbottom, Robertson, and Morris spent December 10-13 in Houston. The proposed action of demolishing the unit project has been the subject of much controversy in the City of Houston. It was the subject of an editorial in the Houston Chronicle on June 5, 1984. Likewise the Houston Post of June 2, 1984, had an editorial questioning the timing of demolition and disposition. This editorial makes mention that the cost of renovation has been "vastly inflated in order to bolster the cause of demolition--a difficult charge to prove, but $32 million does seem excessive."

Since the HACH filed its application with the Department, a Memorandum in Opposition of the Housing Authority of the City of Houston's Application for Permission to Demolish Allen Parkway Village was also filed with the Houston Office of HUD. This Memorandum in Opposition was submitted on behalf of the Allen Parkway Village Resident Council by the American Civil Liberties Union and the Gulf Coast Legal Foundation. This document contends that the structures comprising APV are structurally sound and the estimated cost for rehabilitation of APV are grossly over-estimated and that it is economically feasible to rehabilitate the project. The memorandum also contends that the project is not obsolete.

A lawsuit has been filed against HACH on the part of two prospective tenants because they are denied admission to the project.

The marketability of the project has been the subject of the news media. The value of cleared land is also controversial.

It is the intent of this Environmental Assessment to be unbiased. It is for this reason that cost estimates and appraisals previously prepared by others are not utilized for making this assessment.

DESCRIPTION OF THE PROJECT

Allen Parkway Village is located upon a tract of land comprising 37.5 acres. It fronts on a major thoroughfare, known as Allen Parkway.

A map showing the general vicinity of APV is attached as Exhibit 1.

APV is bounded on the east by the central business district (CBD). It is separated from the CBD by Interstate Highway 45 (I-45) which has an elevated off ramp near the eastern boundary of APV. The interstate highway with a number of access ramps creates a barrier between APV and the Houston CBD.

Buffalo Bayou also forms a barrier on the northern side of the project. Buffalo Bayou has Allen Parkway on its southside and Memorial Parkway to the north.

To the south of APV is an area known as the Fourth Ward. Although the City of Houston abandoned its ward system in 1905, the area to the south still carries the name and is generally known as the Fourth Ward. This area has been termed "the 150 million dollar ghetto."

The Jeff Davis Hospital, which is an indigent maternity care and psychiatric hospital, bounds APV on the west. Also on the western side of the project is located a City of Houston truck service center and a Department of Public Works office building.

There are 80 residential structures, an Administration Building and a Community Building on the site. A schematic layout of the project may be found as Exhibit 2.

As of November 30, HACH reports that only 504 households occupy the 1000 dwelling units. A breakdown of the households is approximately 342 units occupied by family households and 162 units occupied by elderly persons. A breakdown of the ethnic composition of the households is:

173 Black households

25 Caucasian households

14 Hispanic households

292 Indo-Chinese households

The total number of residents in the project has been estimated to be 1850 persons, as of December 13, 1984.

The unoccupied units have been boarded-up giving the project a depressing appearance. The original project TH00504 was constructed in 1941 and the additional units, project TH00507, was built in 1944. At the time these projects were designed, it was believed there was the need for only limited parking. Today many of the tenants own automobiles making parking a major problem. Many residgnts attempt to drive their vehicles as near as they possibly can to the rear doors of their units. Consequently, the lawns have been destroyed. The traffic has created ruts and pot holes, causing the project to have a very deteriorated appearance.

Many of the residents have dug up their rear yards and converted them into garden plots. This is particularly true of the Indo-Chinese households. Dikes have been constructed around these plots and they are irrigated by flooding the entire garden plot. In December in Houston, these plots were filled with lettuce, beets, turnips, and other vegetables. Several papaya trees were observed.

The APV project is separated from the CBD by only Interstate Highway No. 45. A photograph showing downtown Houston's skyline is shown in the photograph below.

The close proximity to the CBD makes the project very attractive to those residents that are employed in the downtown area inasmuch as they are able to walk to their various places of employment.

Attached as Exhibit 3 are a series of photographs which gives a good visual image of the condition of the APV project.

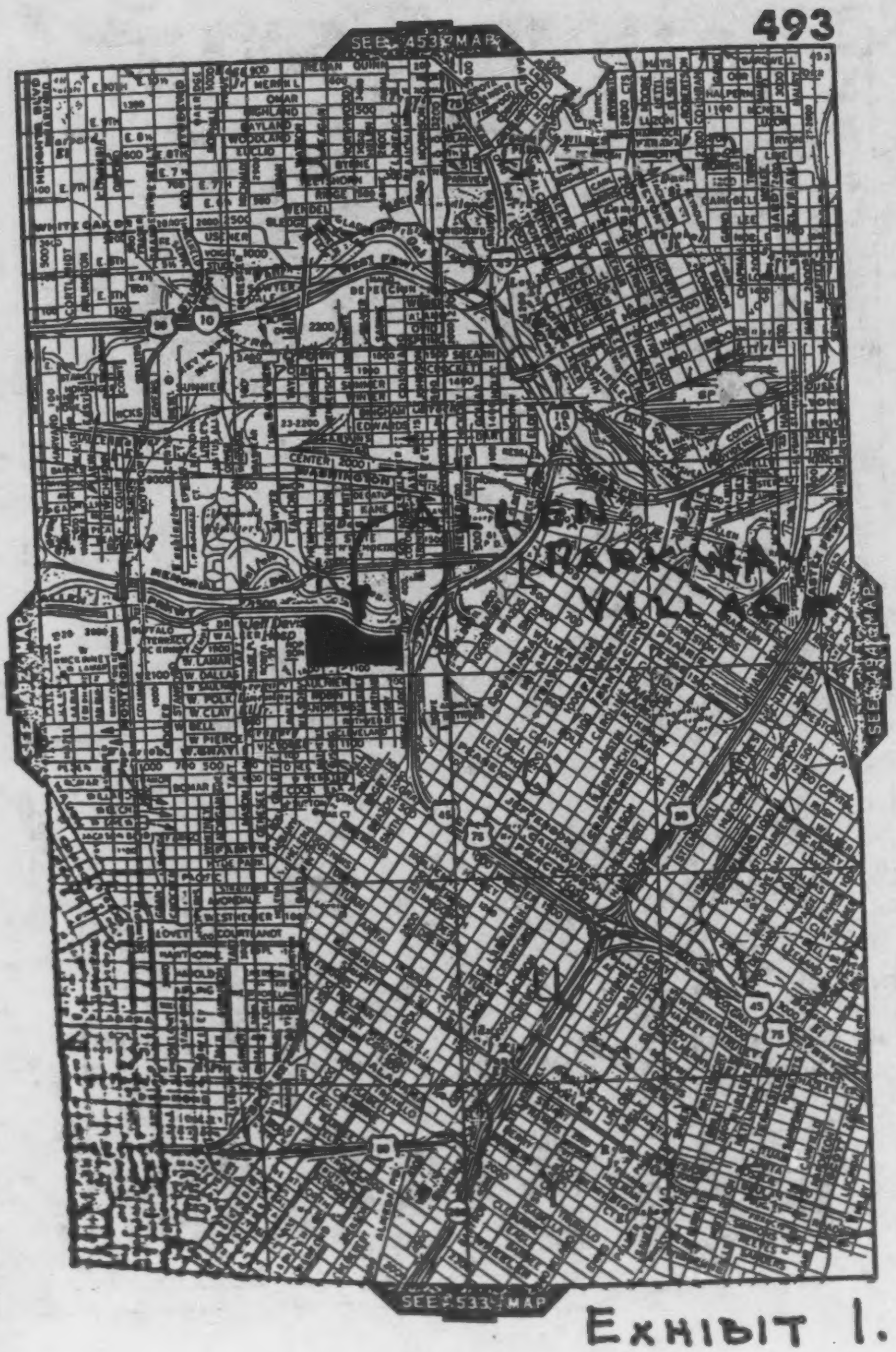

493
SEE 453 MAP
SEE 492 MAP
SEE 494 MAP
SEE 533 MAP
ALLEN PARKWAY VILLAGE
10
45
75

EXHIBIT 1.

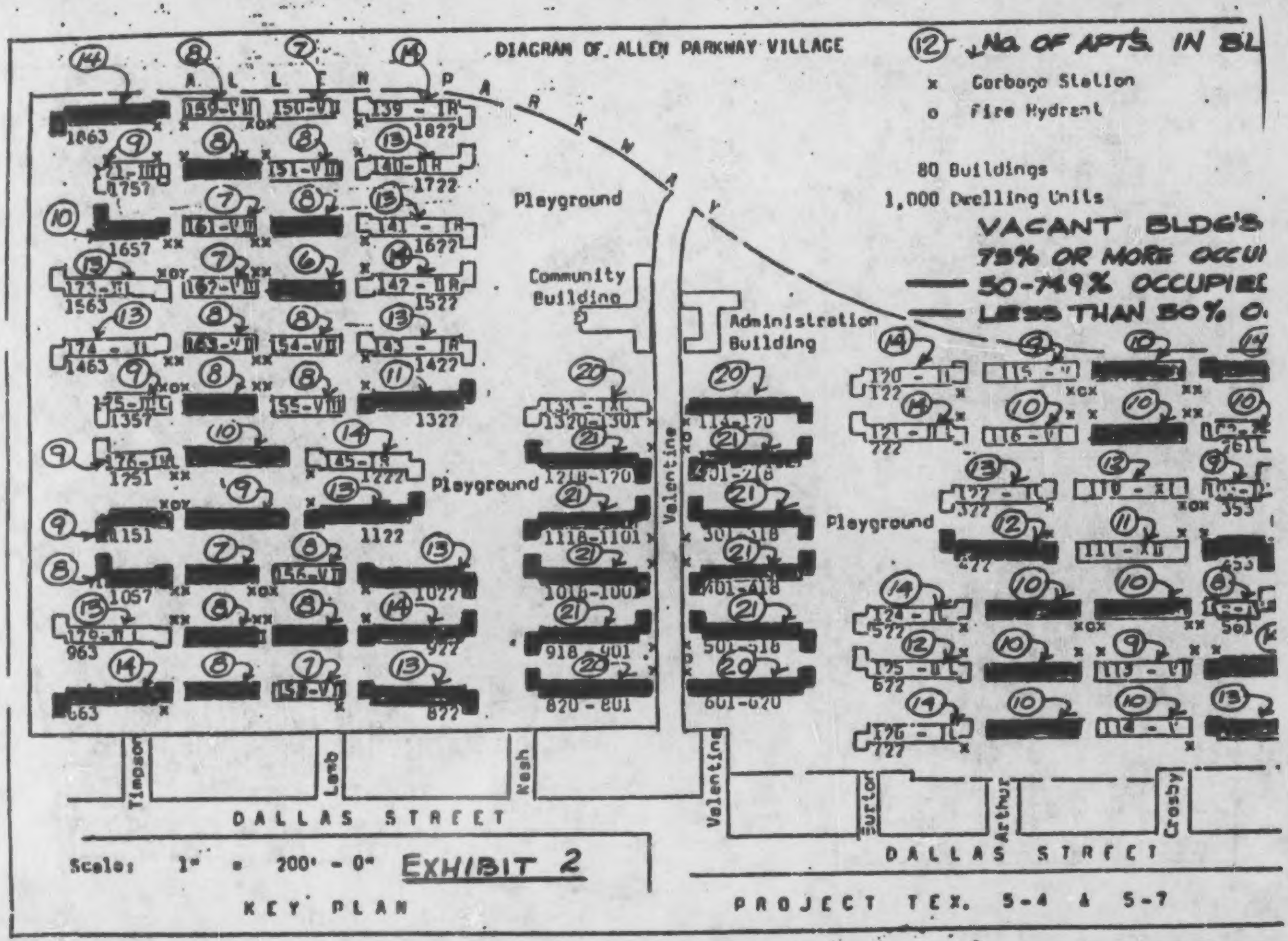
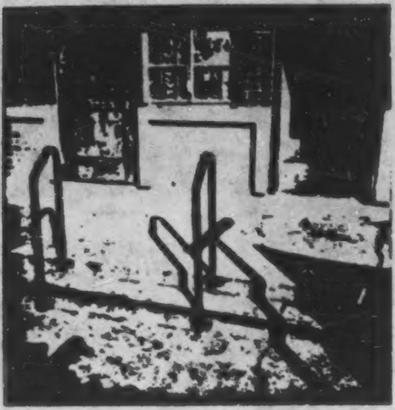
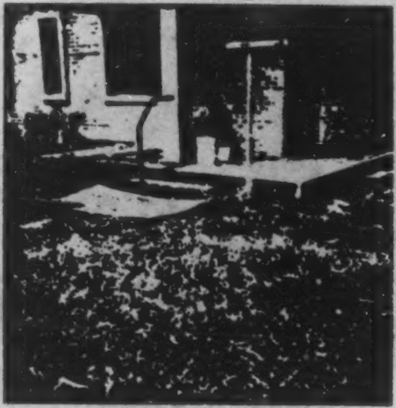


DIAGRAM OF ALLEN PARKWAY VILLAGE
(12) No. OF APTS. IN BL
x Garbage Station
o Fire Hydrant
80 Buildings
1,000 Dwelling Units
VACANT BLDG'S
75% OR MORE OCCU
50-74.9% OCCUPIE
LESS THAN 50% O
A L L E N P A R K W A Y
Playground
Community Building
Administration Building
Playground
Playground
Valentine
Timpson
Lamb
Nash
Valentine
Burton
Arthur
Crosby
DALLAS STREET
DALLAS STREET
Scale: 1" = 200' - 0"
EXHIBIT 2
KEY PLAN
PROJECT TEX. 5-4 & 5-7

ALLEN PARKWAY TEX-5-4&7 HOUSTON, TEXAS 12-10/11-84



DU 524-525
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84



DU 1843-1844
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

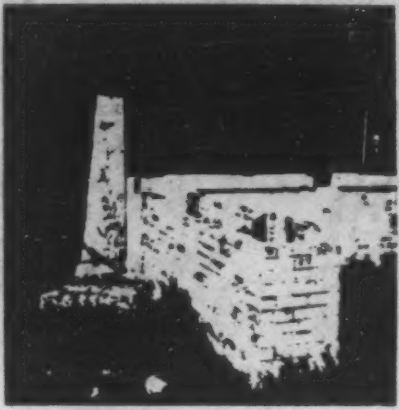
DU 1357
Allen Parkway TEX 5-4&7
Houston, Texas 12-11-84

DU 941 - 942 (Handicap)
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-4&7 HOUSTON, TEXAS 12-10/11-84

DU 153- Kitchen Plug
ALLEN PARKWAY - TEX-5-4&7
Houston, Texas 12-10-84



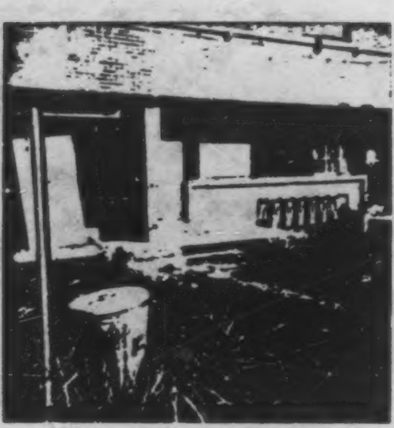
DU 1346-1347
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

DU 830-832
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

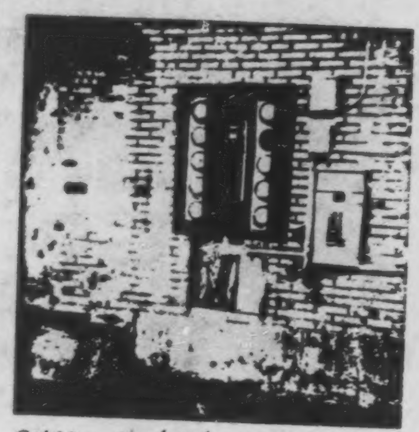
DU 101 & 102 -
Allen Parkway TEX-5-4&7
Houston, Texas
12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-4&7 HOUSTON, TEXAS 12-10/11-84



DV 530, 531, 532 Gas check Meters
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84



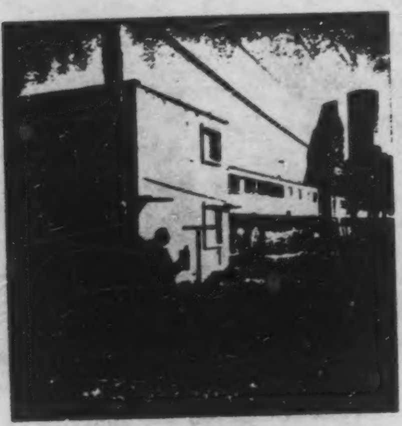
DV 635 - check Meters w/new Panel Box
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

Near Unit 1638
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

Near 1041 & 1042 - Fire Hydrant
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX 5-4&7 HOUSTON, TEXAS 12-10/11-84



DU 522-564
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

Service Drive
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

DU 944-947
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

From near 254 - Service Area
Allen Parkway · TEX-5-4&7
Houston, Texas 12-10-84

EXHIBIT 3

ALLEN PARKWAY TEX- 5-4&7 HOUSTON, TEXAS 12-10/11/84

[illegible] Drive & Property Line
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

[illegible] 822-823 - Rear Service & PL.
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

Near Unit 943/1042
Allen Parkway TEX-4-4&7
Houston, Texas 12-11-84

DU 1042-1044 - Service Area
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-4&7 HOUSTON, TEXAS 12-11-84

DV 1823
Allen Parkway TEX-5-4&7
Houston Texas 12-11-84

DV 1822-1823
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

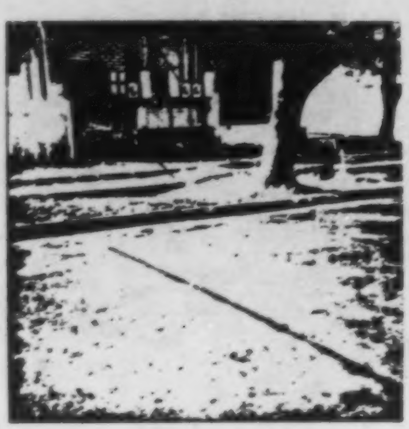
Toward DV 1861
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

DV-1836
Allen Parkway TEX-5-4&7
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-467 HOUSTON, TEXAS 12-10/11-84

End of Valentine St.
Allen Parkway TEX-5-467
Houston, Texas 12-11-84



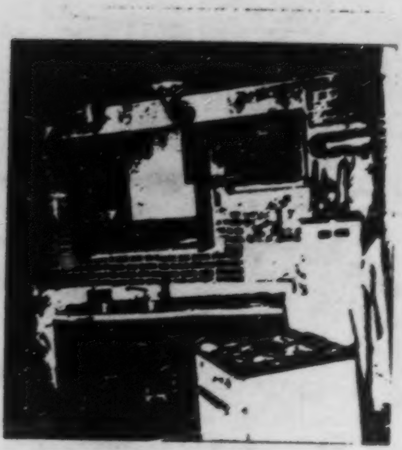
Valentine St. - 1300 Blk.
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

Valentine St. - Community Bldg.
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

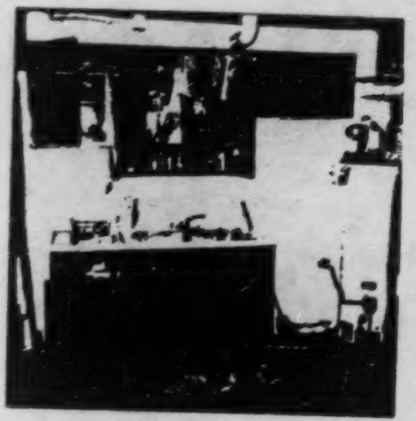
Concrete Street
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-4&7 HOUSTON, TEXAS 12-10/11-84



DU 259 - 3BR - 2story
Allen Parkway TEX-5-4&7
Houston, Texas
12-10-84



DU 629 - 3 Bdrm
Allen Parkway TEX-5-4&7
Houston, Texas
12-11-84

DU 153 - 1 Bedroom Kitchen
Allen Parkway TEX-4-5&7
Houston, Texas
12-10-84

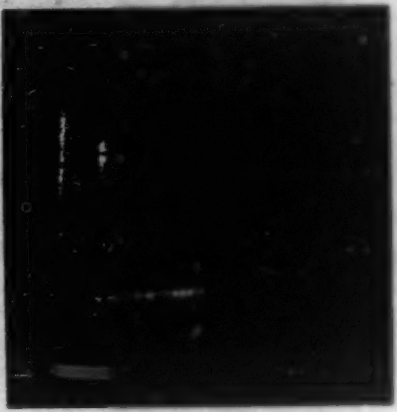
DU 153 - 1 Bedroom
Allen Parkway TEX-5-4&7
Houston, Texas
12-10-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-487 HOUSTON, TEXAS 12-10/11-84

DU 151 - 4 Bedroom - 2 Story
Allen Parkway TEX-5-487
Houston, Texas
12-10-84

DU 181 - Kitchen
Allen Parkway TEX-5-487
Houston, Texas
12-10-84



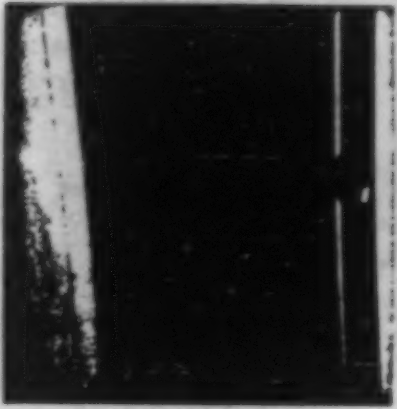
DU 523 - 2 Bedroom
Allen Parkway, TEX-5-487
Houston, Texas 12-11-84

DU 453 - 1 Bedroom - Living Room
Allen Parkway TEX-5-487
Houston, Texas
12-10-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-487 HOUSTON, TEXAS 12-10/11-84

DU 553 - 1 Bedroom Apt.
Allen Parkway TEX-5-487
Houston, Texas
12-11-84



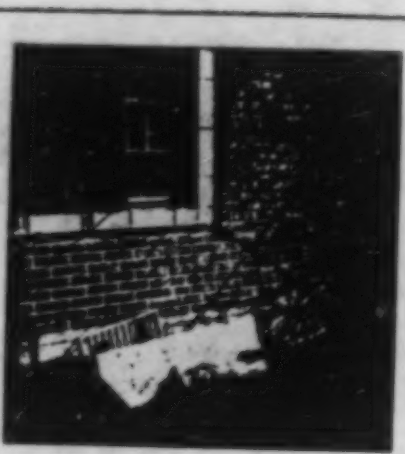
DU 151 - Bath - 4 bedroom
Allen Parkway TEX-5-487
Houston, Texas 12-10-84

DU 153 - 1 Bedroom
Allen Parkway TEX-5-487
Houston, Texas
12-10-84

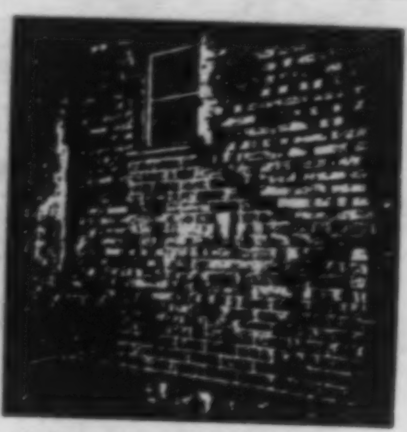
253 - Space Heater
Allen Parkway
Houston, Texas 12-11-84

EXHIBIT 3

Allen Parkway TEX-5-467 Houston, Texas 12-11&12-84



DU 522 - Masonry Crack
Allen Parkway TEX-5-467
Houston, Texas 12-11-84



DU 924 - Masonry Cracks
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

DU 1135 - Masonry Cracks
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

DU 1324 - Masonry Crack
Allen Parkway TEX-5-467
Houston, Texas 12-11-84

EXHIBIT 3

ALLEN PARKWAY   TEX-5-487   HOUSTON, TEXAS   12-10/11-84

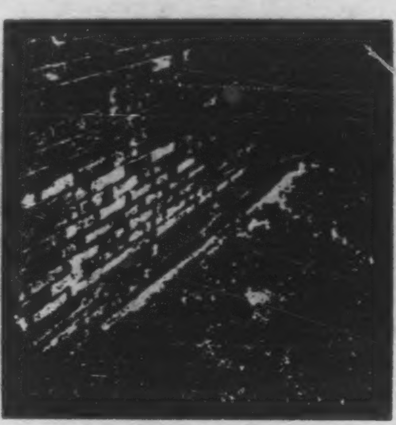
Playground
Allen Parkway TEX-5-487
Houston, Texas
12-11-84

DU-[illegible]
Allen Parkway
Houston, Texas
12-11-84

Near DU 136 - Toward Cul-de-Sac
Allen Parkway TEX-5-487
Houston, Texas
12-11-84

EXHIBIT 3

ALLEN PARKWAY TEX-5-4&7 HOUSTON 12-12-84



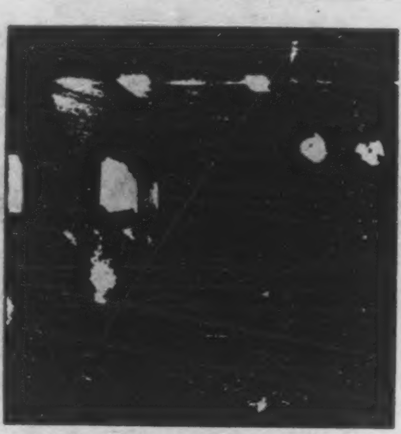
Walk at Community Building
Allen Parkway TEX-5-4&7
Houston, Texas 12-12-84

COMMUNITY BUILDING
Allen Parkway TEX-5-4&7
Houston, Texas 12-12-84

COMMUNITY BUILDING
Allen Parkway TEX-5-4&7
Houston, Texas 12-12-84

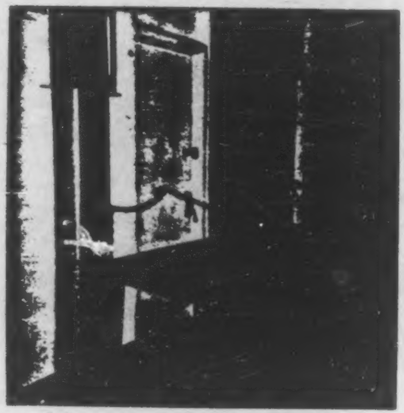
EXHIBIT 3

ALLEN PARKWAY TEX-5-4E7 HOUSTON, TEXAS 12/12/81



Auditorium - Community Bldg
Allen Parkway TEX-5-4E7
Houston, Texas 12-12-84

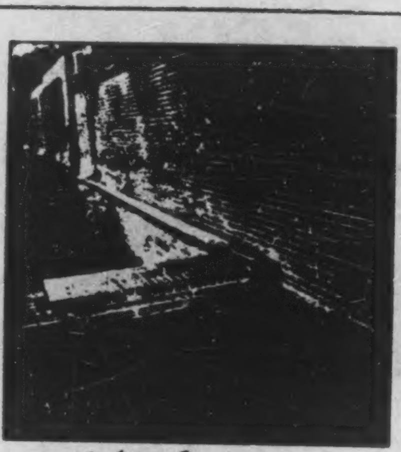
Stage Cooling - Auditorium
Allen Parkway TEX-5-4E7
Houston, Texas 12-12-84



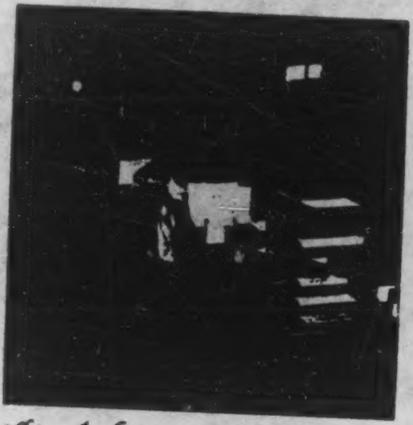
Auditorium Doors -
Allen Parkway TEX-5-4E7
Houston, Texas 12-12-84

EXHIBIT 3

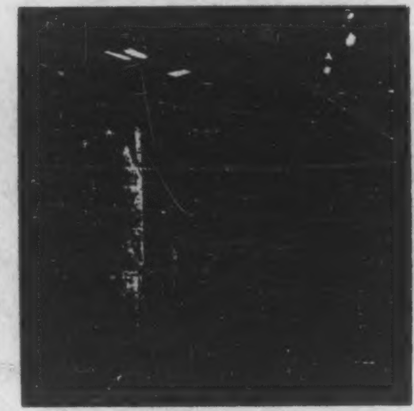
ALLEN PARKWAY TEX-5-487 HOUSTON, TEXAS 12-11/12-84



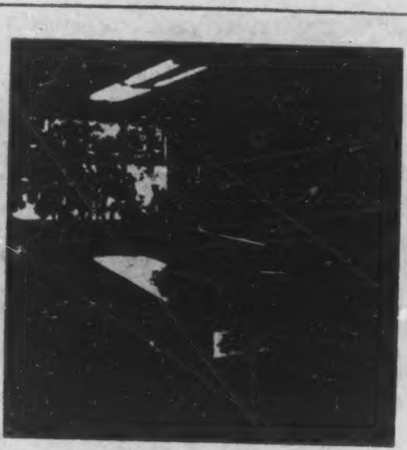
Administration - Porch
Allen Parkway TEX-5-487
Houston, Texas 12-11-84



Office - Conference - Management
Allen Parkway TEX-5-487
Houston, Texas 12-12-84



Maintenance - Storage
Allen Parkway TEX-5-487
Houston, Texas 12-12-84



Break Room
Allen Parkway TEX-5-487
Houston, Texas 12-12-84

EXHIBIT 3

ENVIRONMENTAL CONCERNS

DRAINAGE AND FLOODPLAIN MANAGEMENT

Buffalo Bayou has two major streets on either side. Allen Parkway is to the south and Memorial Parkway is on the north side of this natural drainage area. The Buffalo Bayou Transformation Project, a major inner-city capital improvement and beautification effort, will improve drainage in the Allen Parkway/Memorial area. According to the project's master planning study, the construction of a division channel at the confluence of White Oak and Buffalo Bayous will alleviate the slowdown caused by meanders in the bayou by providing a smoother velocity transition in the CBD. When the project is completed, the 100 year flood stage will be decreased by about two feet. (Source: Charles Tapley Associates, Inc.). The Buffalo Bayou Transformation Project is only partially funded at this time.

The Flood Insurance Rate Map for the City of Houston, Community Panel No. 4802960125B, revised December 11, 1979, indicates that no part of APV is within the 100 year floodplain. A copy of a portion of the FIRM map may be found as Exhibit 6.

Due to the proximity of the City of Houston to the Gulf Coast, heavy rains are common. This area has been plagued with hurricanes that cause very high rainfall. The project has a storm sewer system that drains into Buffalo Bayou. The topography map that was used as a base map for Exhibit 7 shows where the system empties into a natural drainage area. A 96 inch storm sewer line runs through the project in a north-south direction near the eastern boundary of the project. It is believed that this line was constructed prior to the construction of the buildings comprising the project. One map shows the approximate center line of this trunk storm sewer to run under the buildings. It is believed that the site prior to development had a meandering creek bed that carried away the surface water. It is surmised that the 96 ince storm sewer line was built in a straight line rather than following the meandering creek. The site was regraded and was not properly compacted. It is only in this area that the structures show evidence of structural damage. It is also believed that the improper compaction is the cause for the settlement and voids to occur under the buildings in some areas of the project.

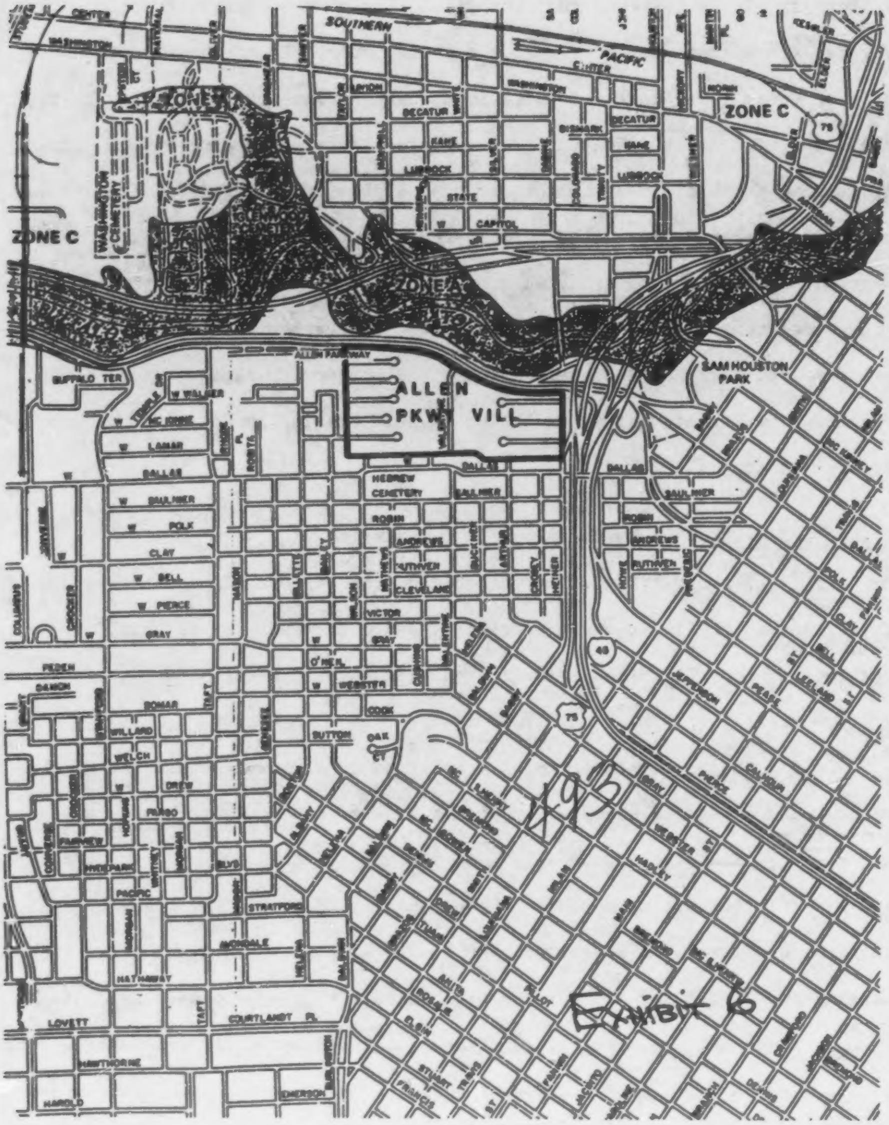
A maintenance staff member of HACH who has been with the agency for 25 years stated that he had never known of the project to flood. Flooding does occur in the streets and sidewalks which were originally designed to serve as drainage channels.

Impact and Mitigative Measures

If total rehabilitation is selected as the appropriate action, several areas need to be filled where settlement has occurred. Drains should be installed to properly drain the buildings where moisture collects.

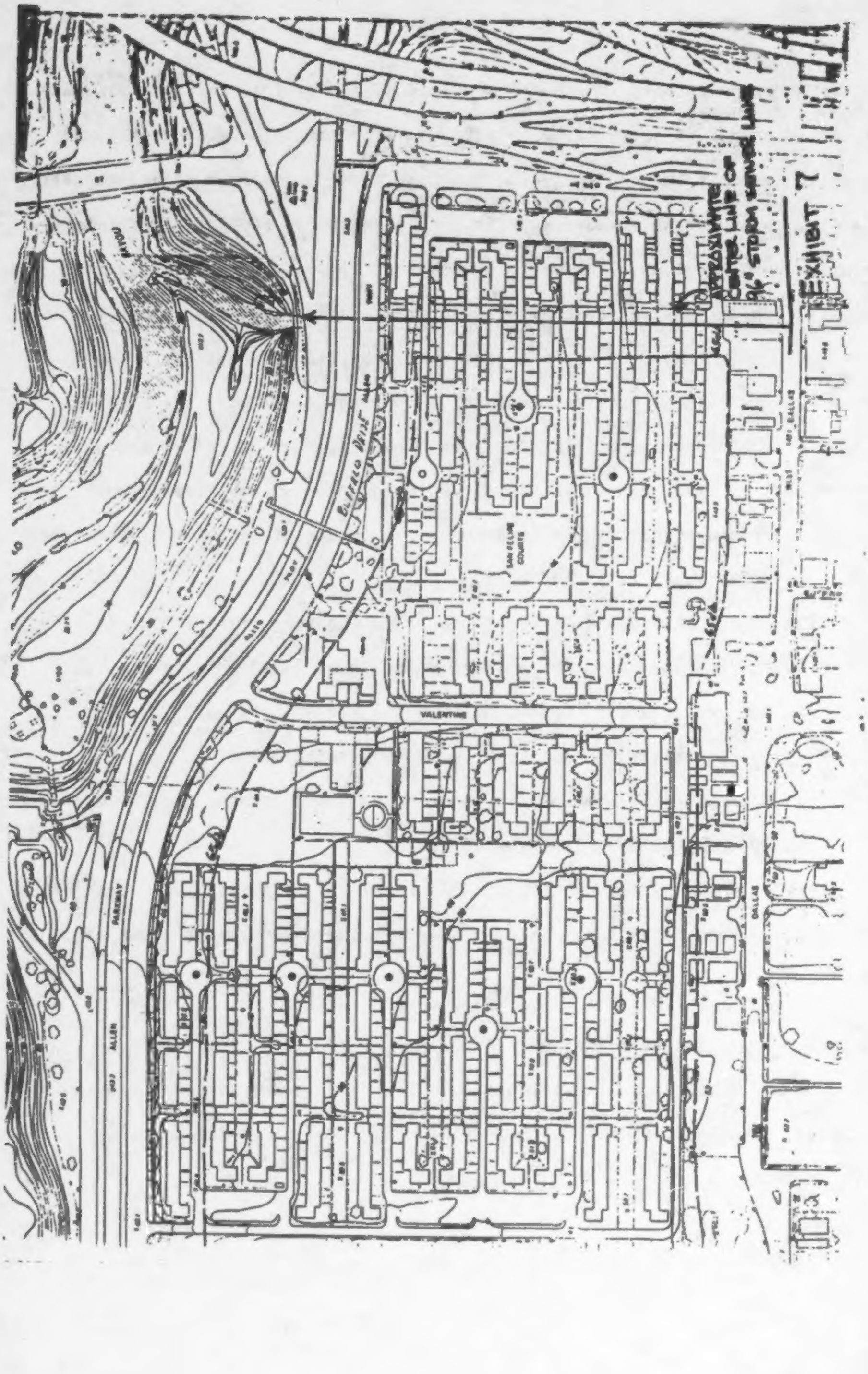
Partial demolition, with total demolition of the eastern portion of the tract, would eliminate the problem of settlement and the 96 inch undergound storm sewer line on the eastern end of the project area.

It is difficult to speak to the adequacy of drainage for redevelopment if total demolition is approved. The coverage of the land area with structures, parking facilities and paved areas with intense type development can only be assumed after the land is sold for redevelopment. A new drainage system should be designed to mitigate the drainage problems for redevelopment by the persons acquiring the land.


ZONE C
ZONE A
ZONE C
WASHINGTON CEMETERY
GLENWOOD CEMETERY
SOUTHERN PACIFIC
CENTER
WASHINGTON
DECATUR
KANE
LUBBOCK
STATE
CAPITOL
BISMARK
ALLEN PARKWAY
ALLEN PKWY VILL
SAM HOUSTON PARK
BUFFALO TER
W WALKER
W LAMAR
DALLAS
W GAULDING
W POLK
CLAY
W BELL
W PIERCE
GRAY
HEBREW CEMETERY
ROBIN
ANDREWS
RUTHVEN
CLEVELAND
VICTOR
O'NEIL
WEBSTER
COOK
SUTTON
OAK CT
FEDER
DAMON
SOMAR
WILLARD
WELCH
DREW
FAIRVIEW
HYDE PARK
PACIFIC
STRATFORD
AVONDALE
HATHAWAY
LOVETT
COURTLANDT PL
HAWTHORNE
HAROLD
EMERSON
JEFFERSON
PEASE
LEELAND
CALHOUN
PIERCE
GRAY
WEBSTER
HADLEY
MAIN
McILHENNY
ELGIN
FRANCIS
STUART
45
75

#93

Exhibit 6


APPROXIMATE CENTER LINE OF 96" STORM SEWER LINE
EXHIBIT 7
BUFFALO DRIVE
VALENTINE
SAN FELIPE COURTS
ALLEN PARKWAY
BAYOU
WEST DALLAS
DALLAS

NOISE

The exposure of existing and proposed development to noise is evaluated based on standards promulgated by HUD. In adopting noise standards to be applied in HUD sponsored projects, the Department recognized noise, at defined levels, to represent an adverse effect on the general population. It is the express purpose of this policy to prohibit HUD support of new construction in areas having unacceptable noise exposures. It is also the intent of this policy to encourage land-use patterns that separate residential and other noise-sensitive land uses from uncontrollable noise sources.

It is the Department's policy when rehabilitation is undertaken to encourage exterior noise levels be reduced to 65 decibels through the use of barriers or through noise attenuation in the structure to reduce the interior noise level to 45 decibels.

The degree of acceptability of the noise environment at a site is determined by the outdoor day-night average sound level (DNL) in decibels (db).

The HUD criteria and standards for noise are as follows:

Acceptable - DNL does not exceed 65 decibels

Normally unacceptable - DNL above 65 but not exceeding 75 decibels

Unacceptable - DNL above 75 decibels

The noise level for the APV was determined by utilizing the Department's Noise Assessment Guidelines. A copy of the noise assessment follows as Exhibit 7 .

Impact and Mitigative Measures

It was found that APV is impacted by noise. The noise level created by Interstate Highway 45 is 71.3 DNL. The noise level along Allen Parkway is

67.8 DNL, and along West Dallas Street it is 60.7 DNL. A map showing the 65 DNL noise contour line is made a part of the noise assessment to show the portions of the project impacted by noise and the part of the project meeting the acceptable noise standard.

The projected traffic projection for the year 2000 was taken from the Houston-Galveston Regional Transportation Study.

From the noise contour map, the first tier of buildings fronting on Allen Parkway have a noise level of 67.8 DNL or normally unacceptable noise zone. The team was of the opinion that this noise level could be attenuated or made acceptable with the installation of new windows, screens and doors having a greater noise transmission loss.

The noise level of 71.3 DNL along Interstate 45 is found to fall in the normally unacceptable noise zone. The 65 DNL extends 381 feet into the project area from its eastern boundary. The buildings in this normally unacceptable noise area need a greater amount of noise attenuation than those along Allen Parkway. Consideration was also given to the demolition of this area in Alternative No. 3--Partial Rehabilitation and Partial Demolition.

Noise from West Dallas Street does not adversely impact the project. Thus, no noise attenuation is required on the southern portion of the project.

Worksheet A
Site Evaluation

Noise Assessment Guidelines

Site Location
Allen Parkway at Interstate Highway 45

Program
Public Housing

Project Name
Allen Parkway Village

Locality
Houston, Texas

File Number
TEX-5-487

Sponsor's Name
Houston Public Housing Authority

Phone

Street Address
4217 San Felipe

City, State
Houston, Texas 77027

	Acceptability Category	DNL	Predicted for Operations in Year
1. Roadway Noise	Normally Unacceptable	71.3	2000
2. Aircraft Noise	Acceptable	-	2000
3. Railway Noise	Acceptable		2000

Value of DNL for all noise sources: (see page 3 for combination procedure) 71.3

Final Site Evaluation (circle one)

Acceptable

[✓ Normally Unacceptable]

Unacceptable

Signature Gene R. Robertson

Date 12-12-84

Clip this worksheet to the top of a package containing Worksheets B-E and Workcharts 1-7 that are used in the site evaluations

EXHIBIT 8

Worksheet B
Aircraft Noise

List all airports within 15 miles of the site:

1. Houston International @ 14 miles
2. Hobby @ 9.65 miles
3. Ellington AFB @ 15.75

Necessary Information:	Airport 1	Airport 2	Airport 3
1. Are DNL, NEF or CNR contours available? (yes/no)	Yes	Yes	AC102
2. Any supersonic aircraft operations? (yes/no)	No	No	Yes
3. Estimating approximate contours from Figure 3:			
a. number of nighttime jet operations	N/A	N/A	N/A
b. number of daytime jet operations			
c. effective number of operations (10 times a + b)			
d. distance A for 65 dB			
70dB			
75 dB			
e. distance B for 65 dB			
70 dB			
75 dB			
4. Estimating DNL from Table 2:			
a. distance from 65 dB contour to flight path, D^1			
b. distance from NAL to flight path, D^2			
c. D^2 divided by D^1			
d. DNL			
5. Operations projected for what year?			
6. Total DNL from all airports		minus 65 ADL	

Signed Gene Robertson

Date 12-18-84

Worksheet C
Roadway Noise

Page 1

Noise Assessment Guidelines

List all major roads within 1000 ft of the site:

1. US Interstate No 45
2. Allen Parkway
3. Dallas Street
4.

Necessary Information	Road 1	Road 2	Road 3	Road 4
1. Distance in feet from the NAL to the edge of the road				
a. nearest lane	180'	78'	100'	
b. farthest lane	588	148'	140'	
c. average (effective distance)	381	113'	120'	
2. Distance to stop sign	NA	NA	NA	
3. Road gradient in percent	—	—	—	
4. Average speed in mph				
a. Automobiles	55	45	30	
b. heavy trucks - uphill	55	NA	NA	
c. heavy trucks - downhill	55	NA	NA	
5. 24 hour average number of automobiles and medium trucks in both directions (ADT)				
a. automobiles	90,000	4000	20,000	
b. medium trucks	6000	2000	1000	
c. effective ADT (a + (10xb))	150000	24,000	30,000	
6. 24 hour average number of heavy trucks				
a. uphill	6000	-0-	-0-	
b. downhill	—	-0-	-0-	
c. total	6000	-0-	-0-	
7. Fraction of nighttime traffic (10:00 p.m. to 7 a.m.)	15	10	10	
8. Traffic projected for what year?	2000	2000	2000	

Roadway Noise

Adjustments for Automobile Traffic

	9 Stop and go Table 3	10 Average Speed Table 4	11 Night-time Table 5	12 Auto ADT (line 5a)	13 Adjusted Auto ADT	14 DNL (Workchart 1)	15 Barrier Attenuation	16 Partial DNL
Road No. 1	1 ×	1 ×	1 ×	150,000 =	150,000	66.7 -	— =	—
Road No. 2	1 ×	.67 ×	.81 ×	60,000 =	32,560	67.8 -	— =	—
Road No. 3	1 ×	.30 ×	.81 ×	30,000 =	7290	60.7 -	— =	—
Road No. 4	×	×	×	=		-	=	

Adjustments for Heavy Truck Traffic

17 Gradient Table 6; 18 Average Speed Table 7; 19 Truck ADT (line 5b); 20; 21; 22 Stop and go Table 8; 23 Night-time Table 5; 24 Adjusted Truck ADT; 25 DNL (Workchart 2); 26 Barrier Atten.; 27 Partial DNL

Road No. 1
- Uphill 1 × 1 × 3000 = 3000
- Add 6000 × 1 × 1 = 6000 68.8 - — = —
- Downhill 1 × 3000 = 3000

Road No. 2
- Uphill ____ × ____ × ____ = ____
- Add ____ × ____ × ____ = ____ ____ - ____ = ____
- Downhill ____ × ____ = ____

Road No. 3
- Uphill ____ × ____ × ____ = ____
- Add ____ × ____ × ____ = ____ ____ - ____ = ____
- Downhill ____ × ____ = ____

Road No. 4
- Uphill ____ × ____ × ____ = ____
- Add ____ × ____ × ____ = ____ ____ - ____ = ____
- Downhill ____ × ____ = ____

Combined Automobile & Heavy Truck DNL

Road No. 1 71.3 Road No. 2 67.8 Road No. 3 60.7 Road No. 4 ____ Total DNL for All Roads 71.3

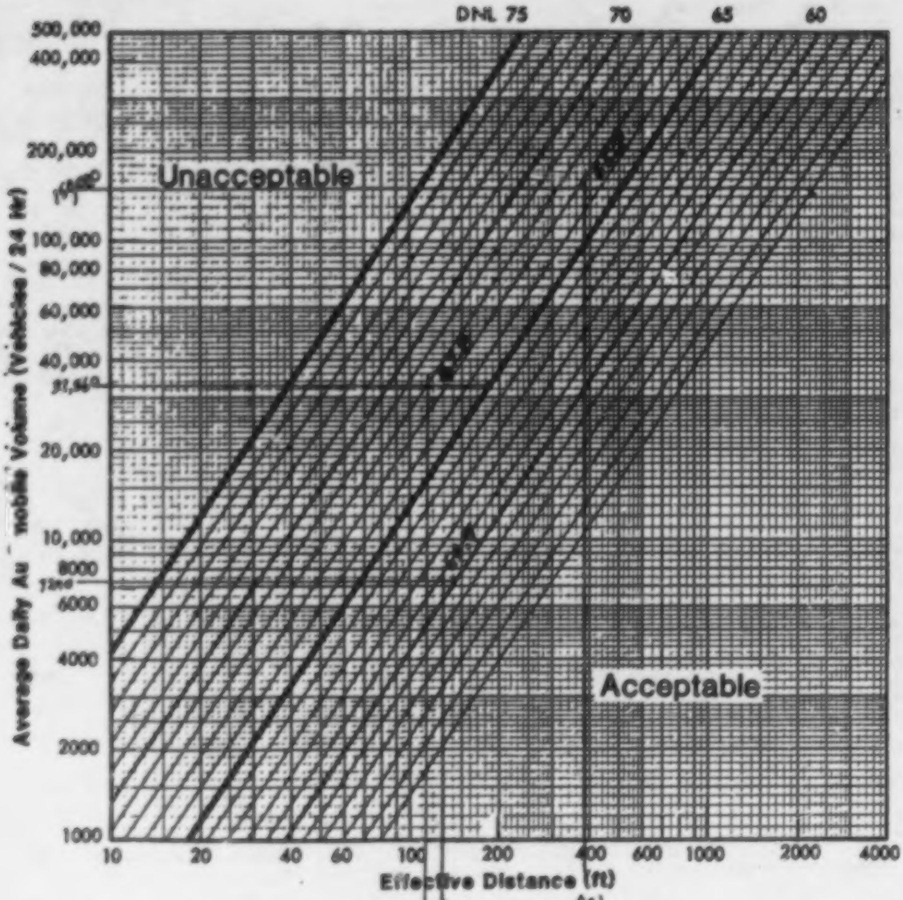
65 dB @ 680' cd: 381'

65 dB @ 185' cd: 113'

65 dB @ 77' cd = 120'

Signature Glenn Robertson Date 12-12-97

Workchart 1
Autos (55 mph)



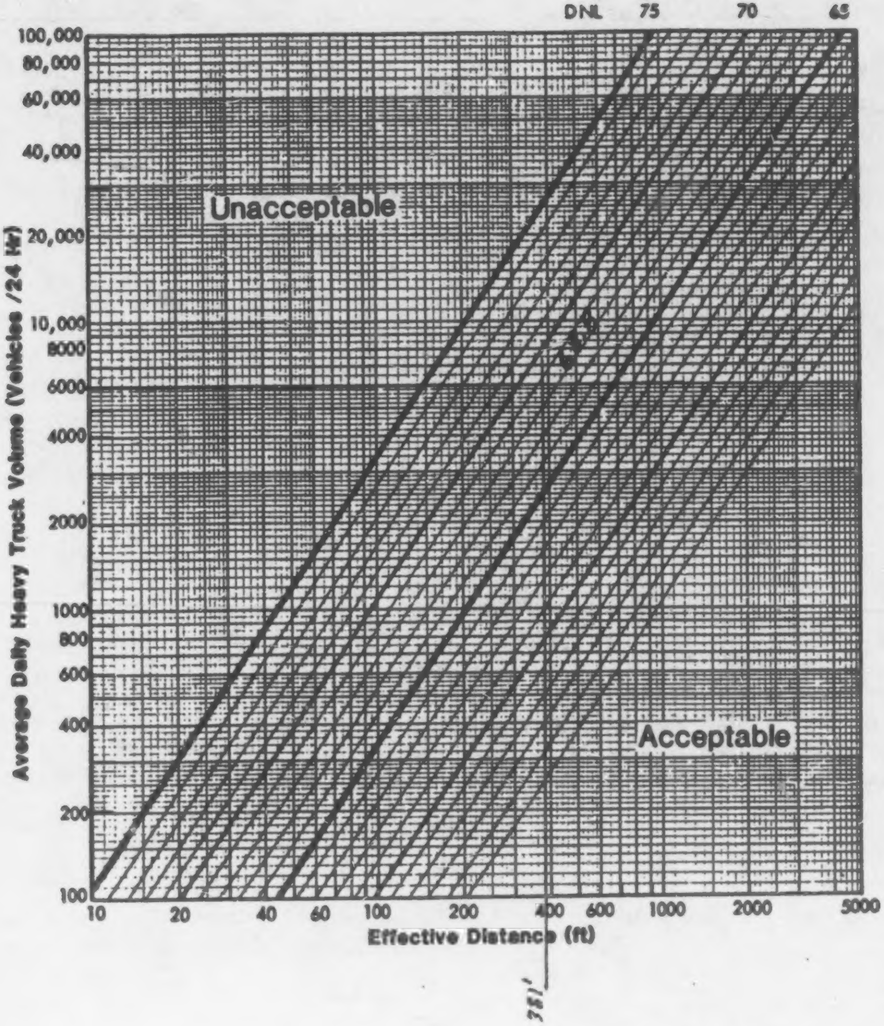
113' ② Allen Parkway

130' ③ Dallas St.

381 I-45 ①

ALLEN PARKWAY VILLAGE
TEX-5-467
Houston Texas

Workchart 2
Heavy Trucks (55 mph)



ALLEN PARKWAY VILLAGE
TEX-5-4 & 7
HOUSTON, TEXAS

Worksheet D
Railway Noise

Page 1

Noise Assessment Guidelines

List All Railways within 3000 feet of the site:

1.
2. NONE
3.

Necessary Information:	Railway No. 1	Railway No. 2	Railway No. 3
1. Distance in feet from the NAL to the railway track:			
2. Number of trains in 24 hours:			
a. diesel			
b. electrified			
3. Fraction of operations occuring at night (10 p.m. – 7 a.m.):			
4. Number of diesel locomotives:			
5. Number of rail cars:			
a. diesel trains			
b. electrified trains			
6. Average train speed:			
7. Is track welded or bolted?			
8. Are whistles or horns required for grade crossings?			

ALLEN PARKWAY VILLAGE
TEX-5-487
Houston

Worksheet D
Railway Noise

Page 2

Noise Assessment Guidelines

Adjustments for Diesel Locomotives

	9 No. of Locomotives/2		10 Average Speed Table 9		11 Horns (enter 10)		12 Night-time Table 5		13 No. of Trains (line 2a)		14 Adj. No. of Oprs.	15 DNL Workchart 3		16 Barrier Attn.		17 Partial DNL
Railway No. 1		X		X		X		X		=			-		=	
Railway No. 2		X		X		X		X		=			-		=	
Railway No. 3		X		X		X		X		=			-		=	

Adjustments for Railway Cars or Rapid Transit Trains

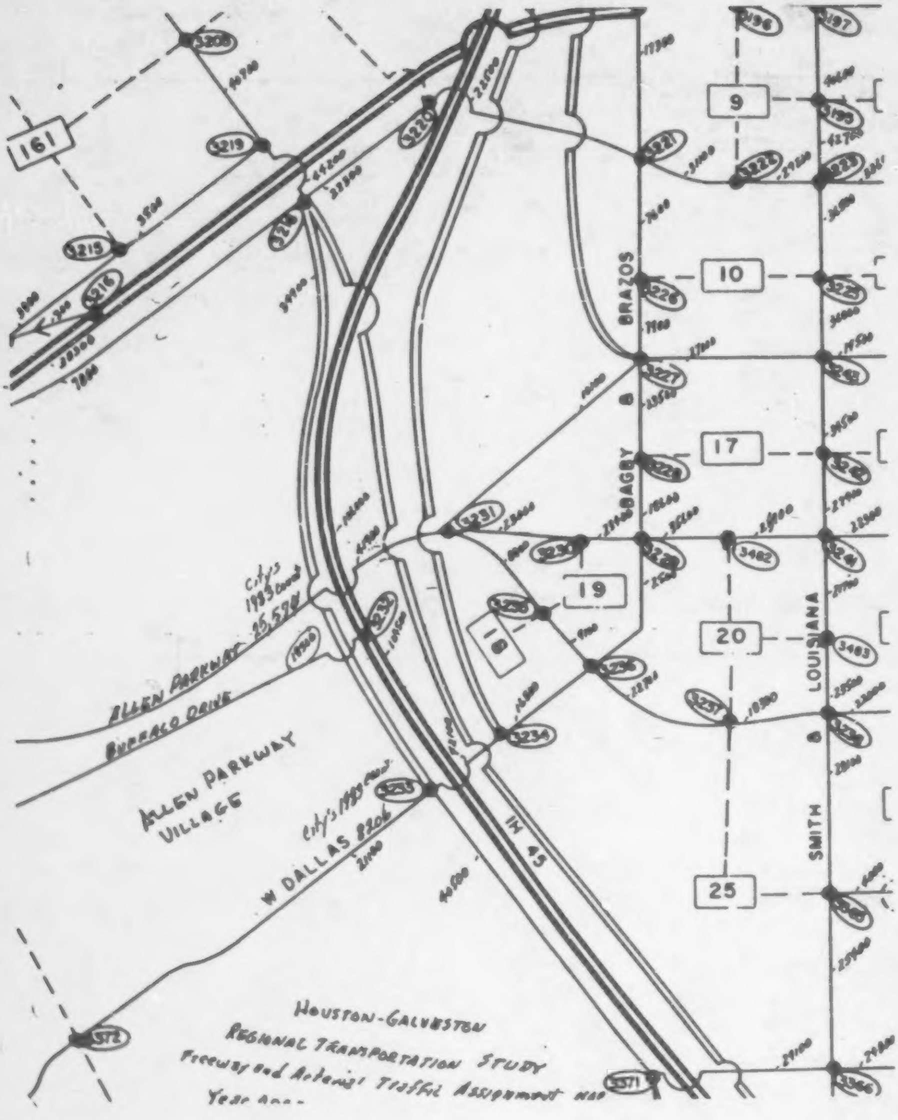
	18 Number of cars/50		19 Average Speed Table 10		20 Bolted Rails (enter 4)		21 Night-time Table 5		22 No. of Trains (Line 2a or 2b)		23 Adj. No. of Oprs.	24 DNL Work-chart 4		25 Barrier Attn.		26 Partial DNL
Railway No. 1		X		X		X		X		X			-		=	
Railway No. 2		X		X		X		X		X			-		=	
Railway No. 3		X		X		X		X		X			-		=	

Combined Locomotive and Railway Car DNL

Railway No. 1 ________ Railway No. 2 ________ Railway No. 3 ________ Total DNL for all Railways ________

N.A.

Signature Gene Robertson Date 12-17-86


161
9
10
17
19
18
20
25
BRAZOS
BAGBY
LOUISIANA
SMITH
IH 45
ALLEN PARKWAY
BUFFALO DRIVE
ALLEN PARKWAY VILLAGE
W DALLAS
City's 1983 Count 25,578
City's 1983 Count 8206
3208
3219
3215
3216
3218
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3221
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3199
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HOUSTON-GALVESTON
REGIONAL TRANSPORTATION STUDY
Freeway and Arterial Traffic Assignment Map
Year ----

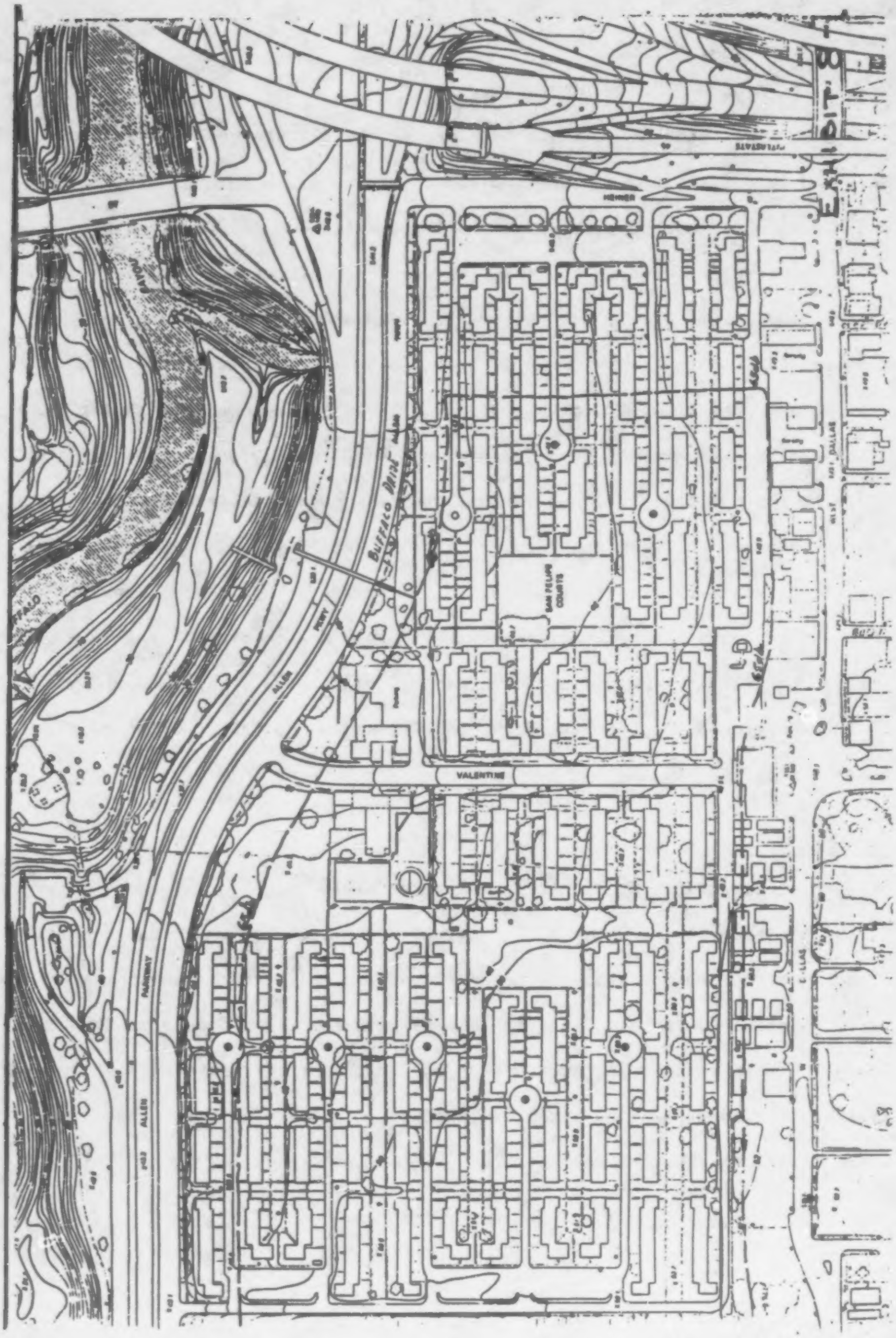
BUFFALO DRIVE
ALLEN PARKWAY
VALENTINE
SAN FELIPE COURTS
HEINER
INTERSTATE
DALLAS

EXHIBIT 8

HAZARDS

Natural Hazards

Some settlement of soils in portions of the APV project is evident. Soil has eroded and/or settled from underneath concrete porches and in some cases from underneath the structures. This settlement has caused a void where one is able to observe a space between the porches and buildings and t surrounding grade. It is not believed that this condition was caused by subsidence. In Houston, subsidence is such a slow process that there is no visible evidence of such action. It is believed that extensive grading and filling of the site might have taken place prior to the construction of the project. In one area, it appears that what was once a natural drainage area (either a creek or swale that drained into Buffalo Bayou) was probably filled in. It is believed that portions of the site were not properly compacted and through the years natural settlement of the soil has occurred. This has caused porches to tilt in some areas, thus creating void spaces of approximately 3 to 18 inches between the concrete beams and the soil. No faults exist on the project site.

Man Made Hazards

No storage tanks of either flammable or explosive materials were observed in the vicinity of the project. The Truck Service Center which is adjacent to the project on its southwest corner does have an underground gasoline storage tank. Since this storage facility is underground it should pose no threat to the project or surrounding area. when the Environmental Protection Agency (EPA) listing of hazardous waste sites was checked, it was found that a hazardous waste site does exist at the American General Investment, 2908 West Dallas

Street. This site has been placed on EPA's list to be cleaned up by their Superfunds. The hazardous waste site, which is approximately 14 blocks in a westerly direction from the project, should not impact the APV project site.

Impacts and Mitigative Measures

For the alternatives of either rehabilitation of the total project or partial rehabilitation, areas showing evidence of settlement should be filled with topsoil to bring the grade above the concrete beams of the structures and the concrete slabs of porches. Such a measure would eliminate the void spaces now existing.

No such action needs to be taken if the project is to be demolished.

SOLID WASTE

Other than the units occupied by the elderly, the tenants are expected to put their garbage in plastic bags and carry them to pick-up stations on the APV project site. Management staff of the HACH picks up the garbage and carries it to designated pick-up areas. The City of Houston, Solid Waste Management Department picks up the solid waste from the pick-up stations twice weekly--Tuesdays and Thursdays.

Dr. Yim of the Planning Division of the Solid Waste Management Department of the City of Houston was contacted by telephone (699-2278). Dr. Yim estimated that the APV project generates 55 tons of garbage per week. This equates to 2860 tons per year. He stated that this volume was below the city's average. He believed this to be due to the tenants' low-income status and that their purchasing power is less than average, and that conservation by the tenants was practiced to a greater degree than the average household. For instance, aluminum cans, glass and papers are collected for resale and recycling.

The garbage is hauled to the McCarty landfill site which is privately owned by Browning Ferris Industries (BFI). The haul distance from the site is approximately 18 miles from the APV site. The life expectancy of the McCarty landfill is estimated to be three years before it becomes filled. After the landfill site becomes filled, the city will contract for other landfill sites.

Impact and Mitigative Measures

Rehabilitation or partial rehabilitation would increase the number of occupied units, thus increasing the amount of solid waste that will need to be disposed.

Demolition would cause considerable debris which would require disposal. Dr. Yim mentioned that there is a privately owned firm that will accept the debris at no cost. He could not recall the name of the firm, but knew of its location which was approximately 20 miles from the APV site. This firm salvages used brick for resale, and puts concrete through hammer mills to break it into smaller particles and then sells it. For what use, Dr. Yim was not certain.

Dr. Yim estimates that if the area is redeveloped that the quantities of solid waste would increase. The waste would consist chiefly of paper, cardboard, and possibly wood from crates. He would not estimate the quantity precisely, but he found it to be logical that redevelopment would be staged into phases and that the volume will be a gradual an-ual increase.

UTILITIES

Water Supply Distribution System

Treated water is supplied by the City of Houston from off-site treatment, storage and pumping facilities and transmitted to the APV by a system of transmission system consisting of 8-inch, 12-inch and 16-inch lines. Pressure for fire protection and domestic supply are generally considered adequate.

The water distribution system for the APV project site was installed at the time of construction of the project. It was constructed of cast iron and galvanized steel materials. Water line leaks are a continuing problem within the project site. Water is master metered to serve the project area.

The source of the above information is from Working Paper for Fourth Ward Advisory Committee, dated October 1, 1979.

Impact and Mitigative Measures

The water distribution system should be replaced with a new system in order to reduce repairs and maintenance and to permit full flow through the system. Cut-off valves need to be installed. This is particularly true of Alternatives 1 and 2--Total Rehabilitation and Partial Rehabilitation and Partial Demolition. It is impossibie to speak of the adequacy of the water distribution system for Alternative No. 3--Total Demolition and Redevelopment without having some knowledge of the possible reuse of the land area.

Wastewater Facilities

The principal trunk sewer in the area connects to the 1200 gallon per minute pumping station located at Allen Parkway and Taft Street. The wastewater is pumped east through an 18-inch force main to a 24-inch sewer in

Gillette Street, then flows south along Gillette to a 36-inch sewer in Sauliner Street, then continues into a 36-inch sewer line in Valentine Street. The flow then continues to 36-inch line in Webster Street which flows southeasterly out of the Fourth Ward area. The wastewater is treated at the Northside Sewage Treatment Plant. The Fourth Ward area was included in a sewer system evaluation survey completed for the city in 1977 under the Environmental Protection Agency 201 Wastewater Facility Program. Some of the findings in the survey included: severe deterioration of pipes and manholes, excessive debris buildups, separated pipe joints and excessive inflow and infiltration. The on-site sanitary sewer distribution lines vary from 6 to 18-inches in diameter with a 4-inch diameter line to the individual dwelling units.

Impact and Mitigative Measures

The existing sewer system within APV is over 40 years old and should be replaced or extensively repaired for either Alternative 1--Total Rehabilitation, or Alternative 2--Partial Rehabilitation. Without knowing the type and intensity of the area following Alternative 3--Total Demolition, the adequacy of the existing system cannot be discussed. It is reasonable to anticipate that a new wastewater system would be designed and installed to meet the needs of redevelopment.

Stormwater Drainage

A major storm sewer outfall drains into Buffalo Bayou. This outfall begins with a 96-inch line of Buffalo Bayou and goes under Allen Parkway and extends to West Dallas Street where it connects to a 120-inch line. The 96-inch line runs through and is near the eastern boundary of APV. The plans show the approximate center line of the storm sewer, and if the plan is correct some of the structures of APV were built over the line. This may be the cause of some structural damage to the buildings in the eastern portion of the project. In accordance with a study prepared for the Fourth Ward Advisory Committee prepared by Economics Research Associates, Skidmore, Owings and Merill and Consoer, Townsend and Associates, this 96-inch line was constructed around 1912 and is approximately twenty feet below natural ground.

The storm drainage has some cart inlets on the project site. The street and sidewalk systems were designed to serve as drainage channels. Due to settlement, some ponding of water does occur in times of moderate rainfall.

Impact and Mitigative Measures

The storm drainage system should undergo further study and the system should be updated for a program of total rehabilitation. Some areas should be filled to provide positive drainage for all areas.

The buildings on the eastern portion of the project might be removed for a partial rehabilitation and partial demolition program.

If the total site is cleared and then redeveloped, it is assumed that the redeveloper would design and construct a storm sewer system appropriate to the intensity of the redevelopment.

Electrical Distribution System

Electricity is supplied by the Houston Lighting and Power Company, a privately owned company. Power is furnished through a master meter. Check meters are provided for each unit. The electrical system on site is project owned and consists of an overhead system. The wiring on the interior of the structures was not designed for today's usage of multiple electrical appliances. There is no problem for the demand for electricity since Houston Lighting and Power has built several new electrical generating power plants with more plants planned for future needs.

Impact and Mitigative Measures

Consideration should be given to making the on-site distribution system to be utility company owned and with their meters at individual units. The wiring on the interior of the buildings should be redone to handle the electrical needs. This should be accomplished with either total or partial rehabilitation. The on-site electrical system should be removed with total demolition and a new on-site system should be developed appropriate for the reuse of the site.

Gas Distribution System

Natural gas is furnished to the project site by Entex, a privately owned gas utility company. Entex has been able to meet the demands for natural gas for a growing Houston metropolitan area.

Natural gas is supplied to a master meter with check meters to individual dwelling units. The gas distribution system was installed at the time of construction of APV.

Impact and Mitigative Measures

The old system should be replaced and updated. Consideration might be given to making the on-site gas distribution system Entex owned and maintained. The gas company could furnish individual meters to the individual dwelling units and handle the billing and collection of monthly gas bills from the tenants of the project. Such a plan would be appropriate for either total or partial rehabilitation of the project.

Removal of the gas distribution system should be accomplished if total demolition is selected as the preferred alternative.

Telephone Service

Telephone service is provided by the Southwestern Bell Telephone Company. Each tenant desiring telephone service makes direct application to the telephone company who is responsible for making connections and billing the individual tenants.

Impact and Mitigative Measures

Neither total or partial rehabilitation, or demolition would have any impact on the telephone system. Prior to vacating any unit the individual tenants should make arrangements for having their telephone disconnected and removed.

FIRE AND POLICE PROTECTION

A mini-police station is located on the premises of the APV project site. This station located in a vacant dwelling unit is manned by off-duty City of Houston policemen. The station is manned beginning at 3 pm. Three policemen on a rotation basis service this station through the night.

The effectiveness of the police protection is doubtful. Several attempts were made to contact the on-site police station by telephone (659-2014) on Wednesday, December 12 from 3:45 pm to 4:30 pm. The telephone was never answered. One newspaper article has indicated that the crime rate is no higher in APV than it is in other low-income areas of the city. A maintenance employee reported that the crime rate was greater on the southern fringe of the project than in the remainder of the project. He also confirmed that much of the crime that does take place is never reported. This is due to the fact that the residents are more fearful of the police than they were of the "thugs." It was also mentioned that the tenants are most reluctant to give out information following a crime event. They saw nothing, heard nothing and know nothing of the event.

Contact with the Fourth Ward Fire Station was made by telephone (222-5803). It was learned that they are seldom called to a fire in APV. It was estimated their response time would be approximately three minutes. The general layout of the project was mentioned. The Fire Department finds it most difficult to manuever through the parked cars and narrow streets. They find it difficult to find the fire due to an inadequate unit and street numbering system.

Impact and Mitigative Measures

If Allen Parkway Village is rehabilitated or partially rehabilitated and partially demolished, a better system of identification should be devised whereby pinpointing either a crime or a fire might be more easily accomplished. If rehabilitation is the alternative selected, consideration should be given to new windows and screens which might add additional security for the project tenants.

Demolition and redevelopment with a more open plan would assist both the Police and Fire Departments in their efforts.

RELOCATION AND REAL ESTATE REVIEW

Displacement and Relocation Related to Proposed Demolition of Allen Parkway Village Public Housing Project (TX 005004 and TX 005007), Houston, Texas

The Housing Authority of the City of Houston (HACH) has filed an application with HUD proposing to demolish Allen Parkway Village, a public housing project with 83 buildings, of which 79 are residential and contain 929 dwelling units, one is in office use, one is for community activities, one is a day-care center, and one is for storage.

The proposed demolition of Allen Parkway Village would result in the displacement of all tenant residents, currently estimated by HACH to be 495 households, composed of 1,838 persons. The distribution of current tenant families is shown in the table below.

Tenant Households at Allen Parkway Village
by household size

Household Size	Number of Households
1- person	108
2- "	71
3- "	66
4- "	82
5- "	64
6- "	39
7- "	28
8- "	20
9- "	11
10- "	3
11- "	2
12- "	-0-
13- "	1
total	495

The number of occupied dwelling units in the subject project in each bedroom category is shown below.

Occupied Dwelling Units in Allen Parkway Village
by unit size

Unit Size	Number of Occupied Units
1- BR	148
2- BR	154
3- BR	115
4- BR	74
5- BR	-0-
6- BR	4
total occupied units	495

Relocation Considerations

Obviously a primary consideration of a proposal to demolish an occupied project is the feasibility of relocation. On the surface the HACH relocation plan seems to assure relocation feasibility by its decision to provide relocation assistance to all displaced tenants in accordance with the provisions of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (the Uniform Act) and the HUD implementing regulations, "Uniform Relocation Assistance and Real Property Acquisition," at 24 CFR Part 42, even though these are not required for displacement resulting from demolition of public housing. The applicant's amplifying narrative, however, contains conflicts and weaknesses which bring the plan's feasibility into question, as outlined below:

1. The City of Houston's certification (by Mayor Kathryn J. Whitmire's letter dated August 14, 1984, to Houston HUD Office Manager James M. Wilson) that the proposed demolition conforms to the City's Housing Assistance Plan is not satisfactory since it states that the HAP section related to households to be displaced is not applicable because the HACH will provide replacement housing and pay moving expenses prior to any displacement. In fact all Allen Parkway Village tenants will be displaced, and the displacement will have to be accounted for in the HAP. [1983 Amendments, P.L. 98-181, Housing Act of 1937, Sec. 18.(a) and (b)].

2. The plan cites the fixed moving expense payment, but does not note that under the Uniform Act displaced persons may elect to receive either a fixed payment or a payment for actual costs of moving. In this and other areas of conflict with the Uniform Act, the HACH will have to specify any Uniform Act requirements it decides not to follow, since it has stated that the Uniform Act would be the basis for all relocation assistance. (Page 11, RELOCATION COSTS).

3. Section 8 existing housing is not comparable to a public housing unit because HUD has issued new policy (See memorandum from W. Calvert Brand, General Deputy Assistant Secretary for Housing, dated Nov. 8, 1983, subject, "Section 8 Existing Housing Program - ACC Extensions") which makes a tenant's Section 8 assistance subject to cancellation when an extended ACC expires. In contrast a tenant of a public housing unit may reside there permanently, subject to his removal for cause or for over-income status. Thus a Section 8 existing unit potentially could be much more limited in terms of its assistance to an occupant as compared to a public housing unit, and for this reason is not a comparable replacement dwelling in a case involving displacement from a public housing unit. (HACH RELOCATION PLAN, p. 11 and Appendix F).

4. Replacement housing proposals, as outlined in the HACH REPLACEMENT HOUSING PLAN, in general are hypothetical and unrealistic. In particular, development of new replacement housing resources under Section 215 and Section 206 of the Uniform Act, and HUD regulations at 24 CFR Part 43, appears to be infeasible and questionable, especially since the possible "use" of the Uniform Act in this manner must be decided.

Another aspect of developing replacement housing is site availability. During the past several years the HACH has experienced difficulties in developing housing which had received HUD funding approval. It has been reported that a primary factor retarding development of additional low-income housing in Houston is the availability of sites for such housing without opposition from neighborhood residents. If the HACH has been relatively unsuccessful in its development efforts because of site opposition, the feasibility of further development continues to be questionable.

5. The HACH's comment (REPLACEMENT HOUSING PLAN, p. 15) that, although the HACH will not require any displaced person to accept housing provided as last resort replacement housing in lieu of other relocation assistance, the HACH may meet its obligation to provide replacement housing by offering such "last resort" housing is not acceptable. The HACH's obligation would be met if and when a reasonable choice of replacement housing opportunities were offered to a displaced tenant, not a single choice.

6. Current public housing vacancies are extremely low in Houston, and recent development efforts have not been successful in producing additional public housing. Two differing sets of data were obtained regarding public housing units under management and vacancies, one directly from the HACH and the other from HUD's compilation of reports previously submitted by HACH, as follows:

Total PHA Dwelling Units Under Management	3,421
Occupied	3,237
"Regular" Vacant	30
"Problem" Vacant	154

(Data supplied directly by the HACH)

Total Units Under Management	3,777
Occupied	2,941
Vacant	720
Non-Dwelling Units	116

(Data available in HUD reports filed by HACH)

Real Estate Considerations

Three obvious options exist in regard to possible reuse of Allen Parkway Village:

1. redevelopment with assisted housing
2. partial clearance and some redevelopment with housing plus other uses, or sale of excess property
3. sale of entire parcel

The most significant aspect of any potential sale of project land or non-housing reuse is the property's market value. Land acquisition costs in

Houston along Allen Parkway west of the project site and at other comparable locations have been reported in the range of $50 - $300 per square foot, while central business district sites have sold during the last two years for $300 - $500 per square foot, with one parcel sold for nearly $750 per square foot. Assuming a possible range of value based on past sales of $50 - $500 per square foot, and given the fact that Allen Parkway Village is approximately 37 acres or 1,611,720 square feet in area, potential market value may be estimated to be in the range from a low of $80,000,000 (approx.) to a high of $805,900,000. If the land were valued at the $750 per square foot of the most expensive CBD property cited above, the value estimate for Allen Parkway Village could be $1,208,800,000. Because the Houston real estate market is depressed currently, land prices are now at lower levels than during the period 1978 - 1983, and it may be expected that the downward pressure on the market will continue in response to the oversupply of office space in Houston.

Criticism of the expected disposition of the project property has been directed at the possibility of an unrealistically low selling price for project land. This criticism, in addition to the wide range of land values and the depressed real estate market in Houston, suggest that the valuation process should be carried out in the most careful and open manner.

CONCLUSIONS

Displacement - Relocation

1. The displacement of nearly 2,000 low-income tenants from Allen Parkway Village will have a substantial and significant impact on the general neighborhood, on the persons displaced, on receiving neighborhoods, and on the PHA's housing resources.

2. The HACH does not have available sufficient dwelling units for displaced persons, and the private market cannot provide affordable housing required by the persons to be displaced.

3. The HACH relocation and replacement housing plans are unrealistic and hypothetical in regard to the provision of replacement housing, especially housing which could be developed with Federal assistance.

4. Based on the actual supply of affordable standard dwellings, the HACH is not capable of offering a reasonable choice of replacement dwellings to persons displaced from Allen Parkway Village without a substantial and successful development program at various locations in Houston.

Real Estate

1. The possible change of use at the Allen Parkway Village location will have a major and substantial impact on the area, an impact which will affect real estate sales, retail trade operations, transportation, housing, water, sewer, and other utilities, and the relationship between the Allen Parkway Village neighborhood and adjoining areas.

2. Accurate and independent valuation of the Allen Parkway Village real estate, in the event of a disposition of all or part of the project area, will be difficult and subject to the attention and influence of numerous interest groups, especially investors and developers who may expect a sales price well below market levels.

RECOMMENDATIONS

1. The relocation and replacement housing plans for the subject proposal should be revised to account for the realistic development of required relocation resources, and to assure the specific relocation assistance the HACH will provide displaced tenants under its voluntary adoption of the Uniform Act as its basis for relocation assistance.

2. An intensive impact study should be prepared to analyze the substantial impacts on the area which will follow as a result of the displacement of all tenants from Allen Parkway Village. The impact analysis should consider the fact that the subject proposal would remove from the public housing inventory nearly 30 percent of the HACH's housing.

3. The City of Houston should revise its certification that the subject proposal is in conformity with its HAP by recognizing that the proposal will displace all tenants of the project, and that such displacement will have a substantial impact on housing and the need for subsidized housing.

4. An impact study should also be prepared to study the effects of any change of land use at the subject location, and the effects on the City's infra-structure, retail trade, and social services delivery.

5. Based on probable disposition of the subject site if the demolition proposal is approved, the most careful and independent estimate of the site's value should be obtained based on full market value.

December 19, 1984

John Davis

John Davis
Relocation and Real Estate Officer
Fort Worth Regional Office

§ 969.106 ACC extension in absence of current operating subsidy.

Where Operating Subsidy under an ACC is not approved for payment during a time period which results in extension of the term of the ACC provisions related to project operation, with respect to a particular project, pursuant to § 969.105, the PHA shall, at least one year before the anticipated ACC Expiration Date for the project, notify HUD as to whether or not the PHA desires to maintain a basis for receiving Operating Subsidy with respect to the project after the anticipated ACC Expiration Date. This notification shall be submitted to the appropriate HUD Field Office in the form of a resolution of the PHA's Board of Commissioners. If the PHA does not desire to maintain a basis for Operating Subsidy payments with respect to the project after the anticipated ACC Expiration Date, the resolution shall certify that no Operating Subsidy shall be utilized with respect to the project after the effective date of this rule and that all financial records and accounts for such a project shall be kept separately. If the PHA does desire to maintain a basis for such Operating Subsidy payments, the resolution shall include the PHA's request for extension of the term of the ACC provisions related to project operation, for a period of not less than one nor more than 10 years. Upon HUD's receipt of the request, HUD and the PHA shall enter into an ACC amendment effecting the extension for the period requested by the PHA, unless HUD finds that continued operation of the project cannot be justified under the standards set forth in 24 CFR Part 970 (HUD's regulation on demolition or disposition of public housing).

§ 969.107 HUD approval of demolition or disposition before ACC expiration.

This part is not intended to preclude or restrict the demolition or disposition of a project pursuant to HUD approval in accordance with 24 CFR Part 970. Subject to the requirements of 24 CFR Part 970, HUD may authorize a PHA to demolish or dispose of public housing at any time before the ACC Expiration Date.

PART 970—PHA-OWNED PUBLIC HOUSING PROJECTS—DEMOLITION OF BUILDINGS OR DISPOSITION OF REAL PROPERTY

Sec.
970.1 Purpose.
970.2 Applicability.
970.3 Definitions.
970.4 HUD policy.
970.5 PHA request for HUD approval.
970.6 Criteria.
970.7 Tenant participation.
970.8 Environmental and historic preservation requirements.
970.9 [Reserved]
970.10 Disposition of excess property.

AUTHORITY: Sec. 7 of the HUD Act (42 U.S.C. 3535(d)).

SOURCE: 44 FR 65369, Nov. 9, 1979, unless otherwise noted. Redesignated at 49 FR 6714, Feb. 23, 1984.

EDITORIAL NOTE: Nomenclature changes affecting this part appear at 49 FR 6714, Feb. 23, 1984.

§ 970.1 Purpose.

This part sets forth requirements concerning requests by public housing agencies (PHAs) for HUD authority to demolish buildings or dispose of real property of PHA-owned, low-income public housing projects.

§ 970.2 Applicability.

This part applies to PHA-owned, low-income public housing projects which are subject to Annual Contributions Contracts (ACCs) under the United States Housing Act of 1937. It does not apply to the Section 23 and Section 10(c) Leased Housing Programs or the Section 23 and Section 8 Housing Assistance Payments Programs; nor does it apply to the sale of dwellings to homebuyers pursuant to and in accordance with the rules and procedures for any HUD homeownership opportunities program.

§ 970.3 Definitions.

"Demolition" means the razing of one or more buildings of a public housing project, or the razing of a part of a building comprised of one or more dwelling units and/or nondwelling space.

"Disposition" means the conveyance by a PHA, pursuant to sale or other transaction, of any interest in the real estate of a public housing project (e.g., fee title, leasehold, right of way or easement) and the improvements located thereon, except for leasehold interests incident to the normal operation of the project for low-income housing and related purposes, as permitted by the ACC.

§ 970.4 HUD policy.

It is HUD's policy to conserve and maintain the existing stock of low-income public housing to the maximum extent consistent with considerations of need and feasibility. Unless it can be demonstrated that a project, or a portion of a project, is excess to local needs for low-income housing, every reasonable effort will be made by HUD and the PHA to keep the property within the low-income housing inventory. If a project, or a portion of a project, is determined by HUD as not excess to local needs, but it is unsuitable for housing use because of its physical condition, every reasonable effort shall be made to return it to a condition suitable for housing use, through the Modernization Program or other means. Accordingly, HUD will limit approval for demolition or disposition to those cases where such action can be fully justified in accordance with the criteria set forth under this part.

§ 970.5 PHA request for HUD approval.

Written approval by the Assistant Secretary shall be required prior to any transaction involving either demolition or disposition or both. To obtain such approval, the PHA shall submit a written request to the appropriate HUD field office. The request shall include a description of the property involved, a statement of the proposed PHA action and additional supporting documentation pertinent to the criteria prescribed in § 970.6 and other applicable requirements. If demolition or disposition of any occupied dwelling is proposed, the PHA shall also submit a plan for relocating displaced tenants to other decent, safe and sanitary housing within the tenants' means. The relocation plan shall provide for the PHA to pay the actual reasonable moving expenses of displaced tenants.

§ 970.6 Criteria.

(a) *Primary criteria.* HUD will rely primarily upon the following criteria in determining whether a PHA's request for demolition and/or disposition is justified under the policy stated in § 970.4:

(1) Current and projected needs for low-income housing in the jurisdiction served by the PHA, taking into account both demand and supply factors. If there is a local need for low-income housing, the PHA's request for demolition or disposition of dwelling units shall include a plan for replacement housing on a one-to-one basis or as approved by HUD to be warranted by current and projected needs for low-income housing, subject to HUD's finding as to the availability of funds.

(2) The physical condition of the property and, where pertinent, the feasibility of rehabilitation. Rehabilitation shall be considered feasible if its estimated cost does not exceed the published prototype cost limit for similar structures in the same prototype cost area.

(b) *Secondary criteria.* In addition to the primary criteria for determining whether demolition and/or disposition is justified, HUD will consider the following additional factors:

(1) Location, in terms of any conditions in the surrounding neighborhood that adversely affect the life, health or safety of project residents.

(2) Social conditions which have seriously affected the marketability of the project.

(3) The project's density, in terms of population density and needs for open space for recreation, parking or other purposes, which have seriously affected the marketability of the project.

(4) Benefits to the project or the public interest from disposition of a limited interest in project real estate (e.g., easement, right of way or dedication for public use).

(5) Views of tenants and the local governing body.

§ 970.7 Tenant participation.

(a) Before submission to the appropriate HUD field office of a request for demolition and/or disposition, the PHA shall provide written notification to the tenants of the project and the tenant organization, if any, of the proposed request, and afford them a reasonable time to submit comments, including suggested alternatives, concerning the proposed action of the PHA. The PHA shall give full and serious consideration to the comments submitted by the tenants. The PHA shall provide HUD with copies of all written comments and alternatives submitted to the PHA by, or on behalf of, tenants and/or the tenant organization as well as the PHA's position concerning each comment and alternative.

(b) When the PHA submits the request to the appropriate HUD field office, it shall notify the tenants of the project and the tenant organization, if any, that the submission has been made and that a copy of the request, including supporting documentation, is available for their review.

(c) After HUD's decision on the PHA's request, the PHA shall notify the tenants of the project and the tenant organization, if any, of the decision.

§ 970.8 Environmental and historic preservation requirements.

HUD approval of a PHA's request for demolition and/or disposition shall be subject to applicable requirements of the National Environmental Policy Act of 1969 and the National Historic Preservation Act of 1966.

§ 970.9 [Reserved]

§ 970.10 Disposition of excess property.

Where HUD approves the disposition of real property of a project, the PHA shall, in accordance with the requirements of the ACC, determine such property to be excess and shall sell it as soon as practicable at a public sale for not less than the fair market value thereof, unless another method of disposition is approved by HUD. The proceeds of sale or other disposition shall be applied as directed by HUD in accordance with the ACC.

PART 990—ANNUAL CONTRIBUTIONS FOR OPERATING SUBSIDY

Subpart A—Performance Funding System

Sec.

990.101 Purpose—gneral policy of Performance Funding System.
990.102 Definitions.
990.103 Applicability of PFS.
990.104 Determination of amount of operating subsidy under PFS.
990.105 Computation of allowable expense level.
990.106 Transition funding for excessively high-cost PHAs.
990.107 Computation of utilities expense level.
990.108 Other costs.
990.109 Projected operating income level.
990.110 Requests for adjustments.
990.111 Operating reserves.
990.112 Operating budget submission and approval.
990.113 Payments procedure for operating subsidy under PFS.
990.114 Payments of operating subsidy conditioned upon certification of rent income ratio.
990.115 Payments of operating subsidy conditioned upon reexamination of incomes of families in occupancy.
990.116 Energy conservation.

NOTE: It is hereby certified that the economic and inflationary impacts of this regulation has been carefully evaluated in accordance with OMB Circular A-107.

AUTHORITY: Sec. 9, United States Housing Act of 1937, (42 U.S.C. 1437g); sec. 201(b), Housing and Community Development Act of 1974, (42 U.S.C. 1437 note); sec. 7(d), Department of HUD Act, (42 U.S.C. 3535(d))

SOURCE: 41 FR 55676, Dec. 21, 1976, unless otherwise noted. Redesignated at 49 FR 6714, Feb. 23, 1984.

EDITORIAL NOTE: Nomenclature changes affecting this part appear at 49 FR 6714, Feb. 23, 1984.

Subpart A—Performance Funding System

§ 990.101 Purpose—general policy of Performance Funding System.

(a) *Implementation of section 9(a)* The purpose of this subpart is to establish standards and policies for the distribution of operating subsidy in accordance with Section 9(a) of the United States Housing Act of 1937, 42

S.C. 1437g. Section 9(a) authorizes he Secretary of Housing and Urban Development (HUD) to make annual ntributions for the operation of HA-owned rental housing (operating bsidy). Section 9(a) further provides:

> For the purposes of making payments nder this section, the Secretary shall es ablish standards for costs of operation and sonable projections of income, taking to account the character and location of e project and characteristics of the fami es served, or the costs of providing compa ble services as determined in accordance ith criteria or a formula representing the erations of a prototype well-managed oject.

Pursuant to section 9(a), this subpart tablishes standards for costs of providing comparable services as deter ined in accordance with criteria or a rmula representing the operations f a prototype well-managed project. These standards, policies and proc ures are called the Performance Funding System (PFS). The provisions f PFS are intended to recognize and ve an incentive for efficient and eco nomical management and to avoid the penditure of Federal funds to com nsate for excessive costs attributa e to poor or inefficient management. PFS is intended to provide the incen ve and financial discipline for exces ively high-cost PHAs to improve their anagement efficiency. PFS includes rovision for transition funding of ad itional operating subsidy for such PHAs to assist them in the transition o improved performance.

(b) *Background.* The HUD Act of 969 initially authorized the payment f operating subsidy. The Conference Report (No. 91-740) submitted with he HUD Act of 1969 made it clear hat Congress was "* * * deeply con rned over cases of lax management n many public housing projects which ave led to high operating costs, dete rioration of property and an intoler ble environment for families who live here." The Senate Report on the HUD Appropriations Bill for 1972 ex ressed Congress' concern over "spiral g contributions payments." On No mber 22, 1972, the Department sued Circular HM 7475.12, "Subsidies r Operations: Low-Rent Public Housing Program." That Circular set forth the Interim Formula System for determination of the amount of operating subsidy payments. PFS replaced the Interim Formula System for PHA fiscal years commencing on and after April 1, 1975. PFS is the result of an extensive study and effort by HUD to develop a long-range system for the distribution of operating subsidy in accordance with Section 9(a) of the United States Housing Act of 1937, as amended.

(c) *Overview of PFS.* (1) The Performance Funding System for the calculation of operating subsidy is designed to provide the amount of operating subsidy which would be needed for well-managed projects. That amount is determined by the difference between the projected expenses and projected operating income of the PHA, both computed in accordance with this Subpart A.

(2) Projected expenses, other than utilities and the expenses allowed under § 990.108 are determined in accordance with § 990.105 which provides for computation of the PHA's "Allowable Expense Level." The Allowable Expense Level is based upon the PHA's approved budget expense level during the year prior to its entering the PFS system. A PHA whose "Base Year Expense Level" is above the Allowable Expense Level will qualify for Transition Funding as provided in § 990.106.

(3) The projected Utilities Expense Level is computed separately, as provided in § 990.107, based upon the PHA's actual past level of consumption of utilities and based upon current rates.

(4) Projected operating income (primarily dwelling rental income) is computed in accordance with § 990.109. Dwelling rental income is projected based upon the rental charges shown in the PHA's rent rolls, increased by a trend factor (subject to updating) of three percent (3%), and multiplied by the PHA's estimated percentage of occupancy. In accordance with section 9(b) of the USH Act, a condition to receiving operating subsidy is that the aggregate rental as required to be charged in any year to families residing in dwelling units administered by a PHA receiving operating subsidy shall

CFR Part 870, HUD may authorize a PHA to demolish or dispose of public housing at any time before the ACC Expiration Date.

PART 870—PHA-OWNED PUBLIC HOUSING PROJECTS—DEMOLITION OF BUILDINGS OR DISPOSITION OF REAL PROPERTY

Sec.
870.1 Purpose.
870.2 Applicability.
870.3 Definitions.
870.4 HUD policy.
870.5 PHA request for HUD approval.
870.6 Criteria.
870.7 Tenant participation.
870.8 Environmental and historic preservation requirements.
870.9 A-95 clearance.
870.10 Disposition of excess property.

AUTHORITY: Sec. 7 of the HUD Act (42 U.S.C. 3535(d)).

SOURCE: 44 FR 65360, Nov. 9, 1979, unless otherwise noted.

§ 870.1 Purpose.

This part sets forth requirements concerning requests by public housing agencies (PHAs) for HUD authority to demolish buildings or dispose of real property of PHA-owned, low-income public housing projects.

§ 870.2 Applicability.

This part applies to PHA-owned, low-income public housing projects which are subject to Annual Contributions Contracts (ACCs) under the United States Housing Act of 1937. It does not apply to the Section 23 and Section 10(c) Leased Housing Programs or the Section 23 and Section 8 Housing Assistance Payments Programs; nor does it apply to the sale of dwellings to homebuyers pursuant to and in accordance with the rules and procedures for any HUD homeownership opportunities program.

§ 870.3 Definitions.

"Demolition" means the razing of one or more buildings of a public housing project, or the razing of a part of a building comprised of one or more dwelling units and/or nondwelling space.

"Disposition" means the conveyance by a PHA, pursuant to sale or other transaction, of any interest in the real estate of a public housing project (e.g., fee title, leasehold, right of way or easement) and the improvements located thereon, except for leasehold interests incident to the normal operation of the project for low-income housing and related purposes, as permitted by the ACC.

§ 870.4 HUD policy.

It is HUD's policy to conserve and maintain the existing stock of low-income public housing to the maximum extent consistent with considerations of need and feasibility. Unless it can be demonstrated that a project, or a portion of a project, is excess to local needs for low-income housing, every reasonable effort will be made by HUD and the PHA to keep the property within the low-income housing inventory. If a project, or a portion of a project, is determined by HUD as not excess to local needs, but it is unsuitable for housing use because of its physical condition, every reasonable effort shall be made to return it to a condition suitable for housing use, through the Modernization Program or other means. Accordingly, HUD will limit approval for demolition or disposition to those cases where such action can be fully justified in accordance with the criteria set forth under this part.

§ 870.5 PHA request for HUD approval.

Written approval by the Assistant Secretary for Housing shall be required prior to any transaction involving either demolition or disposition or both. To obtain such approval, the PHA shall submit a written request to the appropriate HUD field office. The request shall include a description of the property involved, a statement of the proposed PHA action and additional supporting documentation pertinent to the criteria prescribed in § 870.6 and other applicable requirements. If demolition or disposition of any occupied dwelling is proposed, the PHA shall also submit a plan for relocating displaced tenants to other decent, safe and sanitary housing within the tenants' means. The relocation plan shall provide for the PHA to pay the actual reasonable moving expenses of displaced tenants.

§ 870.6 Criteria.

(a) *Primary criteria.* HUD will rely primarily upon the following criteria in determining whether a PHA's request for demolition and/or disposition is justified under the policy stated in § 870.4:

(1) Current and projected needs for low-income housing in the jurisdiction served by the PHA, taking into account both demand and supply factors. If there is a local need for low-income housing, the PHA's request for demolition or disposition of dwelling units shall include a plan for replacement housing on a one-to-one basis or as approved by HUD to be warranted by current and projected needs for low-income housing, subject to HUD's finding as to the availability of funds.

(2) The physical condition of the property and, where pertinent, the feasibility of rehabilitation. Rehabilitation shall be considered feasible if its estimated cost does not exceed the published prototype cost limit for similar structures in the same prototype cost area.

(b) *Secondary criteria.* In addition to the primary criteria for determining whether demolition and/or disposition is justified, HUD will consider the following additional factors:

(1) Location, in terms of any conditions in the surrounding neighborhood that adversely affect the life, health or safety of project residents.

(2) Social conditions which have seriously affected the marketability of the project.

(3) The project's density, in terms of population density and needs for open space for recreation, parking or other purposes, which have seriously affected the marketability of the project.

(4) Benefits to the project or the public interest from disposition of a limited interest in project real estate (e.g., easement, right of way or dedication for public use).

(5) Views of tenants and the local governing body.

§ 870.7 Tenant participation.

(a) Before submission to the appropriate HUD field office of a request
for demolition and/or disposition, th
PHA shall provide written notificatio
to the tenants of the project and th
tenant organization, if any, of the pro
posed request, and afford them a rea
sonable time to submit comments, in
cluding suggested alternatives, con
cerning the proposed action of th
PHA. The PHA shall give full and seri
ous consideration to the comment
submitted by the tenants. The PH
shall provide HUD with copies of al
written comments and alternative
submitted to the PHA by, or on behal
of, tenants and/or the tenant organi
zation as well as the PHA's positio
concerning each comment and alterna
tive.

(b) When the PHA submits the re
quest to the appropriate HUD fiel
office, it shall notify the tenants o
the project and the tenant organiza
tion, if any, that the submission ha
been made and that a copy of the re
quest, including supporting documen
tation, is available for their review.

(c) After HUD's decision on th
PHA's request, the PHA shall notif
the tenants of the project and th
tenant organization, if any, of the de
cision.

§ 870.8 Environmental and historic preser vation requirements.

HUD approval of a PHA's reques
for demolition and/or disposition shal
be subject to applicable requirement
of the National Environmental Polic
Act of 1969 and the National Histori
Preservation Act of 1966.

§ 870.9 A-95 clearance.

With respect to any request for dem
olition or disposition of 50 or mor
dwelling units in urbanized areas, a
defined by the U.S. Bureau of th
Census, or 25 or more dwelling units i
all other areas, the following require
ments are applicable: (a) At least 4
days prior to the submission of th
PHA's request to HUD, the PHA shal
transmit a copy of the request to th
appropriate State and areawide A-9
clearinghouses for comment.

(b) The PHA shall transmit al
clearinghouse comments with the re
quest to HUD. If comments are not re
ceived by the PHA within the 45-da

period, the PHA shall submit a statement indicating that the clearinghouse(s) was notified and no comments were received.

(c) If the A-95 review comments contain any finding of inconsistency with State, areawide or local plans or noncompliance with environmental or other applicable requirements, the PHA must indicate how it proposes to resolve the finding or provide justification for proposing to proceed with the requested action despite the finding.

§ 870.10 Disposition of excess property.

Where HUD approves the disposition of real property of a project, the PHA shall, in accordance with the requirements of the ACC, determine such property to be excess and shall sell it as soon as practicable at a public sale for not less than the fair market value thereof, unless another method of disposition is approved by HUD. The proceeds of sale or other disposition shall be applied as directed by HUD in accordance with the ACC.

PART 880—SECTION 8 HOUSING ASSISTANCE PAYMENTS PROGRAM FOR NEW CONSTRUCTION

Subpart A—Summary and Applicability

Sec.
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880.102 Processing.
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880.105 Applicability to proposals and projects under 24 CFR, Part 811.

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880.201 Definitions.
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880.203 Fair market rents.
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Subpart C—Proposal Submission to Start of Construction

880.301 Allocation of contract authority to field offices.
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Subpart D—Construction Period and Cost Certification

880.401 Timely performance of work.
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880.501 The contract.
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880.601 Responsibilities of owner.
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880.605 Overcrowded and underoccupied units.
880.606 Lease requirements.
880.607 Termination of tenancy and modification of leases.
880.608 Security deposits.
880.609 Adjustment of contract rents.
880.610 Adjustment of utility allowances.

Sec.
880.611 Conditions for receipt of vacancy payments.
880.612 Reviews during management period.

AUTHORITY: Sec. 7(d), Department of Housing and Urban Development Act, 42 U.S.C. 3535(d); sec. 5(b), U.S. Housing Act of 1937; 42 U.S.C. 1437c(b); sec. 7(o), of the Department of Housing and Urban Development Act, 42 U.S.C. 3535(o). sec. 324 of the Housing and Community Development Amendments of 1978.

SOURCE: 44 FR 59410, Oct. 15, 1979, unless otherwise noted.

Subpart A—Summary and Applicability

§ 880.101 General.

(a) *Purpose.* (1) The purpose of the Section 8 program is to provide lower-income families with decent, safe and sanitary rental housing through the use of a system of housing assistance payments. This part contains the policies and procedures applicable to the Section 8 new construction program. The assistance may be provided to public housing agency owners or to private owners either directly from HUD or through public housing agencies.

(2) In addition to this regulation, Section 8 new construction assistance may also be made available through state housing finance and development agencies (24 CFR Part 883), in connection with financing by the Farmers' Home Administration (24 CFR Part 883) or in connection with direct HUD loans for housing for the elderly or handicapped (24 CFR Part 885). Section 8 may also provide assistance in substantially rehabilitated housing (24 CFR Part 881) or in existing housing in acceptable condition or needing only moderate rehabilitation (24 CFR Part 882).

(3) This part does not apply to projects developed under other Section 8 program regulations, including Parts 881, 882, 883, and 885, except to the extent specifically stated in those parts.

(b) *Housing Assistance.* Under the Section 8 new construction program, monthly payments are made directly by the contract administrator (HUD or a public housing agency) to the project owner to assist an eligible family leasing an assisted unit or for vacancies in certain cases. These payments, known as "housing assistance payments," are made pursuant to a Housing Assistance Payments Contract, which is executed upon satisfactory completion and HUD acceptance of a project and which has a maximum term of from 20 to 40 years depending on how the project is financed. This Contract is discussed in Subpart E.

(c) *Tenant Rents and Eligible Families.* In addition to the housing assistance payment, the project owner receives a tenant rent directly from the eligible family occupying an assisted unit. The total amount received by the owner for rent is called the contract rent and is set forth in the Contract. "Eligible families," including elderly and handicapped individuals, must have incomes within the HUD specified limits (based on 80% of median income for the area), and pay between 15% and 25% of their income for rent (including utilities), adjusted in accordance with HUD regulations in 24 CFR Part 889.

(d) *Rent, Cost and Amenities Limitations.* In the Section 8 new construction program, rents, replacement costs and amenities must comply with limitations contained in Subpart B. These limitations serve to establish the modest nature of housing assisted under the program and to assure that the rents in Section 8 housing are reasonable in relation to comparable unassisted housing in the area. After occupancy, rents will be adjusted to reflect changes in the costs of owning and operating rental housing.

(e) *Financing.* The Section 8 program provides only rental assistance. It does not provide construction or permanent financing. Section 8 may be used with any type of construction or permanent financing, such as FHA mortgage insurance programs, tax-exempt financing (see 24 CFR Parts 811 and 883) and loans from conventional lending institutions. The owner can pledge the commitment to make housing assistance payments contained in the contract to support financing.

SOCIAL AND CULTURAL RESOURCES

Schools

The resident children of APV attend the Gregory Elementary School or the Lincoln Junior-Senior High School. The Gregory School accommodates from kindergarten through the eighth grade. Approximately 512 students within this school come from the APV. This number represents 37.6 percent of the Gregory School enrollment.

The Lincoln School serves both junior and senior high school students. It is estimated that APV generates 175 students to this facility. Both Gregory Elementary and the Lincoln Junior-Senior High School are located in the Fourth Ward, and are only a few blocks from the APV project. In addition, the Houston Independent School District provides "magnet" schools which provide specialized training depending upon the apptitudes and talents of an individual student. In Houston, students may attend the high school of their choice. Some students attend the Reagan Senior High School while others attend the Yates High School. Students are bussed to the magnet and senior high schools.

Medical Services

The Jeff Davis Hospital which is operated by the Harris County Hospital District, is adjacent to the APV. This hospital provides only maternity and psychiatric care.

The Fourth Ward Clinic is located at Gray and Taft Streets and provides general medical services to the residents for the Fourth Ward and Midtown neighborhoods.

St. Joseph Hospital, which is located within the CBD of Houston, provides general hospital and emergency care to the total city.

Other social service agencies provide services to the residents of APV. A listing of the agencies and their addresses follows: .

1. CITY OF HOUSTON DEPARTMENT OF PUBLIC HEALTH
   TEXAS REHABILITATION COMMISSION
   1801 Allen Parkway

2. TEXAS INSTITUTE FOR REHABILITATION AND RESEARCH/Annex
   105 West Drew

3. HOUSTON METROPOLITAN MINISTRIES/Fourth Ward Office
   1214 West Dallas

4. HOUSTON HOUSING AUTHORITY/Administration
   HOUSTON HOUSING AUTHORITY/Allen Parkway Village
   HARRIS COUNTY COMMUNITY ACTION ASSOCIATION-OPEN/Allen Parkway Village Center
   STATE DEPARTMENT OF PUBLIC WELFARE/Food Stamp Issuing
   ALLEN PARKWAY WELFARE RIGHTS ORGANIZATION
   1600 Allen Parkway

5. HARRIS COUNTY COMMUNITY ACTION ASSOCIATION-OPEN/Fourth Ward Station and Kennedy Brothers Clinic
   302 Pierce

6. BOY SCOUTS OF AMERICA/Sam Houston Area Council, Inc.
   1911 Bagby

7. SALVATION ARMY/Women's and Children's Residence
   416 McGowen

8. AMERICAN NATIONAL RED CROSS
   2006 Smith

9. MENTAL HEALTH-MENTAL RETARDATION AUTHORITY OF HARRIS COUNTY
   Mid-Houston Mental Health Center
   2909 Louisiana

10. BUCKNER BAPTIST BENEVOLENCES
    UNION BAPTIST ASSOCIATION/Youth and Family Guidance Program
    3910 Travis

11. INTERGROUP ASSOCIATION OF ALCOHOLICS ANONYMOUS
    2711 Main

12. SKIDROW ALCOHOLIC CENTER, INC.
    3810 Fannin

13. VOCATIONAL GUIDANCE SERVICE, INC./Joy Project Office
4118 Fannin

14. TEXAS EMPLOYMENT COMMISSION/Houston District Office and Houston Job Bank Control
2918 San Jacinto

15. CHRISTIAN CHILD HELP FOUNDATION
3505 Fannin

16. PLANNED PARENTHOOD
3601 Fannin

17. VOCATIONAL GUIDANCE SERVICE, INC.
2525 San Jacinto

18. HARRIS COUNTY PUBLIC LIBRARY/Central Administration
2301 Caroline

19. BIG BROTHERS OF HOUSTON, INC./Vocational Guidance Services
2808 Caroline

20. MENTAL HEALTH ASSOCIATION OF HOUSTON AND HARRIS COUNTY, INC.
3208 Austin

21. CHILDREN'S MENTAL HEALTH SERVICES OF HOUSTON
3214 Austin

22. NEIGHBORHOOD CENTERS-DAY CARE ASSOCIATION/Drew Allen Center
4115 Caroline

23. TEXAS REHABILITATION COMMISSION/Houston Community Treatment Center
U. S. BUREAU OF PRISONS/Community Treatment Center
U. S. DEPARTMENT OF LABOR/Wage and Hour Division
U. S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
2320 LaBranch

24. TEXAS EMPLOYMENT COMMISSION/Houston Central Office and Houston Claims Office
2613 Austin

25. HOUSTON CHRISTIAN MISSION/Lighthouse for Women
2914 LaBranch

26. MAGNIFICAT HOUSE, INC.
3307 Austin (Men)
1304 Elgin (Women)
3209-3215 Austin (Women with Children and Families)

27. SAMARITAN HOUSE
2019 Crawford

28. HARRIS COUNTY JUVENILE DEPARTMENT/Community Unit Probation
    Services
    PROFESSIONAL UNITED LEADERSHIP LEAGUE (PULL)
    SHELTERING ARMS
    1711 McGowen

Note: The source of the above listing is from the Midtown-Fourth Ward Neighborhood Plan prepared by the Houston City Planning Department, dated September 1975. Due to the date of this publication, some services may have been deleted and others added. The addresses of some of the agencies may have also changed.

Impact and Mitigative Measures

Rehabilitation of the 1000 units of APV with maximum occupancy would increase the enrollment in the schools in the area, increase the demand for medical care and other social services.

The partial rehabilitation and partial demolition, with its reduced density, would also increase the demand for services, but not to the extent that rehabilitation of all the units would require.

Demolition of all the structures would impact the community to a much greater extent by decreasing the demand for social services in the general vicinity of the location of the project. It is assumed that the residents would be dispersed to other areas within the city. In the event that the residents were relocated to other areas in large concentrations, the demand for services in the area to which they are relocated will greatly increase. The enrollment in the schools will be drastically reduced. If other redevelopment should take place in the Fourth Ward, the demand for schools and social services would be further reduced, possibly causing some agencies to close or move to other areas.

ENVIRONMENTAL CONCERNS

ECONOMIC

The implementation of the Allen Parkway Village Demolition Proposal will have an effect on the demand and supply of both subsidized and conventionally financed housing in the Houston area in general and the Allen Parkway/Memorial Area in particular. The aggregate level of demand for housing is based on such factors as the level of in-migration to the subject area and the rate of new household formation.

In turn, the level of in-migration is affected chiefly by the local economic situation, i.e., the availability of new jobs. Demand is satisfied by either new construction or by vacancies in existing housing. New construction and vacancies constitute the level of supply, and one important indicator of supply is the vacancy rate.

The housing environment of the Houston area and Allen Parkway/Memorial subarea is defined as the interrelationship between the factors of demand and supply. As such, this part of the assessment presents a description of those environments and the impacts on those environments which might result if the various proposals were implemented.

In 1980, about forty percent of the housing stock of the Allen Parkway/Memorial area was composed of single family homes. About twenty-six percent of the inventory was owner-occupied. Over sixty percent of the units were built before 1949 compared to sixteen percent for the Houston area as a whole.

The Houston area currently has an over-supply of rental units as a result of job losses coupled with large numbers of new rental unit completions during 1982 and 1983. Apartment owners have decreased rents and offered free rent, appliances, and vacations to attract new tenants.

In this economic climate, the prospect of losing apartment units is welcomed. However, the Allen Parkway Village units are unique in that they rent for much less than any market-rate units even in this depressed housing market. The key in this situation is thus not the loss of the units themselves, but rather the potential loss of sufficient rental subsidies to make substitute units affordable to very low income households for whom these units were built and are now operated. A further question is whether there are sufficient/suitable units/sites to replace the lost units in the Allen Parkway/Memorial area and whether this is important.

Housing Inventory Characteristics

The Allen Parkway/Memorial area consists roughly of 9 census tracts northwest of downtown Houston and was defined by Rice Center in one of its planning studies on the Houston area. Allen Parkway Village is situated in Census Tract 400.26 near the eastern border of the area. The area is bisected from east to west by Buffalo Bayou which serves as a barrier to north and south movement within the district.

The most recent description of the Allen Parkway/Memorial housing stock is available from the 1980 Census (Report PHC80-2-184 entitled *Census Tracts for Houston, Texas*). The data for this area by tract is contained in the following Table A. Note that Census Tract 400.26 where Allen Parkway Village is located has the lowest median rents of any tract in part due to the 900 plus units occupied in Allen Parkway Village at the time of the Census.

TABLE A

Census Tract	Total Units	Rental Units	Vacant For Rent	Median Rent	Single Family Units	Pre-1949 Units
400.26	2,555	2,276	149	$72	1,123	2,048
401.01	1,623	1,227	98	$298	324	330
401.02	1,714	1,244	95	$216	518	1,256
402.01	3,785	2,478	206	$231	1,491	2,054
402.02	2,497	1,855	188	$217	943	1,682
504.00	1,015	731	40	$121	671	650
505.02	1,393	960	55	$133	879	1,047
514.02	809	573	29	$143	513	523
515.02	1,470	1,189	44	$301	512	532
Totals	16,861	12,533	904	$194	6,974	10,122
Percents	100.0%	74.3%	7.2%	N/A	41.4%	60.0%
HOUSTON	1160186	496451	14.6%	$256	718594	181630
AREA	100.0%	42.8%			61.9%	15.7%

Table B which follows shows vacancy rates for six month intervals over the past three years. The CBD Market Area consists of the following fourteen Census Tracts: 121,201.02,300.24,306.00,316.01,400.25,400.26, 401.02,402.01,402.02,403,404.01,404.02,501. Census Tract 501 had only 10 housing units in 1980. The remaining tracts had at least 800 units. This market area is larger than the Allen Parkway/Memorial area and contains a large area east of the study area, but it was the closest possible match. Table B is taken from the Houston Apartment Association's Spring 1984 Occupancy and Rental Survey. It is copyrighted by REVAC/FRP which prepares the data. The occupancy data excludes statistics on Allen Parkway Village since it does not rent for market rates. The extremely low vacancy rate for April 1983 in the CBD market area may be an abberation in data collection as the July 1984 interium update lists a 14.3 percent vacancy rate i.e. more in line with the overall rental market.

TABLE B

VACANCY TRENDS

	APRIL 1984	OCT 1983	APRIL 1983	OCT 1982	APRIL 1982	OCT 1981
CBD MARKET AREA	5.4	17.6	7.0	2.7	2.0	2.3
HARRIS COUNTY	18.2	17.5	17.2	11.0	0.9	4.5

The Harris County rental vacancy rate has been on a roller coaster since at least 1980 with a low in April 1982 of nine-tenths of one percent i.e. virtually no vacancies to the April 1984 high of eighteen plus percent. Current occupancy rates are estimated to be similar to those of April 1984, with projections for a soft market to continue for at least eighteen to twenty-four months.

Housing Market Factors

The demand for housing is predicated upon the following factors: (1) the need for replacement housing; (2) in-migration of families in need of housing, and (3) new households formed by some of the existing population. During the late 1970's and early 1980's there was an unprecedented demand for housing units in the Houston area as a result of a booming economy and large rates of in-migration. Builders responded to the demand. Unfortunately, there is a 12 to 18 month delay between the planning of a multifamily development and its completion. By the time large numbers of rental units became available, the Houston economy was declining. In 1981, 16,234 multifamily units were completed in Harris County. In 1982, the figure was 31,431 and in 1983, it was 34,154. A good number of these were built as condominiums, many of which are now for rent.

According to the Houston Apartment Association's Spring 1984 Occupancy and Rental Survey, the mean rent in Houston is now $374 down from $377 in the fourth quarter of 1983 and the high of $402 in the third quarter of 1982. These rents do not take into account the free rent, appliances etc. being offered by many apartment managers to improve occupancy. Thus "real rents" are even lower.

Bilders have responded to the soft rental market situation by starting relatively very few multifamily units in the past year. During the first seven months of 1984, building permits were issued for only 8,304 rental dwellings. Therefore at this time the existing housing stock is the major source of housing available to fulfill new demand. The time required to absorb the existing rental stock will be dependent on the availability of new jobs to attract wage-earners from outside the area.

Economic Factors

Houston experienced unprecedented economic growth during the late 1970's and early 1980's with resulting heavy population in-migration. During the first quarter of 1982, non-agricultural employment in Houston began a decline that lasted nearly through 1983. Non-ag employment peaked in March of 1982 at 1,642,200. The latest employment statistics for Houston (September 1984) are 1,528,100 up from 1,499,800 in September of 1983. The economy now shows signs of growth, but at a much slower pace and on a reduced employment base.

The Houston economy is still heavily dependent upon all facets of the oil industry. As long as oil prices are depressed, the economy is not likely to perform as well as that for the United States as a whole. The area is striving to attract new industry and diversify its economic base, but this may be a long process given its climate, transportation problems, etc. Table C shows employment and labor force data on the Houston area from 1979 to 1983.

LABOR AND EMPLOYMENT

	1979	1980	1981	1982	1983
Labor Force	1,428.0	1,563.2	1,670.6	1,750.9	1,762.2
Employment	1,380.9	1,497.5	1,598.0	1,637.6	1,598.3
Unemploy. Num.	47.1	65.7	72.5	113.3	163.9
& Percent	3.3	4.2	4.3	6.5	9.3
Wage & Salary Employment	1,379.6	1,439.3	1,553.5	1,599.6	1,503.4

Figures in thousands Source: Texas Employment Commission annual averages.

Demographic Factors

Population data is available for the Houston area from the 1970 and 1980 Census and from annual estimates prepared by Sales and Marketing Management Survey of Buying Power and reprinted by the Houston Chamber of Commerce. Population for the Allen Parkway/Memorial area is available only in 1980 because of a realignment in Census Tracts between 1970 and 1980. Population in individual Census Tracts in the area is compared between 1970 and 1980 where possible. Current population estimates are not available for the study area. Table D shows Census population data for the metropolitan area for 1970 and 1980 and population data by Census Tract where the 1970 and 1980 Census Tracts conform. Table E outlines population estimates for the Houston metro area since 1980 as prepared by the Houston Chamber of Commerce.

TABLE D

CENSUS POPULATION TRENDS

	April 1970	April 1980	Avg Annual Change	Percent
Houston Area*	1985031	2905353	92,032	4.64%
Tracts:				
400.26(126)	7,448	6,874	(57)	-0.77%
401.00(.01;.02)	5,963	5,796	(17)	-0.28%
402.00(.01;.02)	11,551	9,905	(165)	-1.42%
504.00	4,097	3,230	(87)	-2.12%
505.00(.01;.02)*	6,220	5,556	(66)	-1.07%
Total Tracts	35,279	31,361	(392)	-1.11%

*The Houston Area is defined as Harris, Brazoria, Fort Bend, Montgomery,Liberty, and Waller counties. This area is now defined as the Houston and Brazoria PMSAs.

The 1980 Census Tract 505.01 is north of the Allen Parkway/Memorial area. Refer to the Census Tract map of the area.

As shown in Table D, the population declined in the Allen Parkway/Memorial area contrary to the overall trend in the Houston area. This was due in part to a change in land uses in the area from residential to commercial, particularly office use. Between 1970 and 1980 almost one million square feet of office space was completed in the area and another one and a half million was completed by the end of 1983.

TABLE E

POPULATION ESTIMATES HOUSTON AREA 1980-84

	Jan 1981	Jan 1982	Jan 1983	Jan 1984
Total	2984100	3091600	3183000	3351600
Annual Change		107,500	91,400	168,600
Percent Change		3.6%	3.0%	5.3%

Source: Houston Chamber of Commerce 8/84

The population estimate for January 1984 appears high given economic trends for the same period and reports of heavy out-migration. We would anticipate population growth rates of between 2 and 3 percent per year to be expected in the next 2 to 3 years provided the economy of the area continues to grow at current levels.

The Allen Parkway/Memorial area will probably continue its trend of declining population as commercial (office) uses continue to supplant residential ones. The redevelopment process may be slowed in the next two to three years because of the excess supply of office space in the Houston area estimated to be in the neighborhood of ten million square feet. However one would expect for there to have been some movement from the poorer units in the area as a result of lower rents in better units in other areas of the City.

Subsidized Housing

The soft rental market and lower rents have little impact on the lower income households occupying or seeking to occupy public housing because their ability to pay is so limited. According to the relocation plan prepared by the Houston Housing Authority, of the 573 households currently residing in Allen Parkway Village, 19.7 percent have incomes under $1,000 per year, 66.5 percent have incomes between $1,100 and $5,000, 12.7 percent have incomes between $5,100 and $10,000 and 1 percent (six households) have incomes between $10,100 and $12,800. Using a 30 percent rent-to-income ratio and average utility costs of $40 per month means that the first income catagory cannot afford to pay sufficient rent to cover utility costs. The second income group (under $5,000) can afford up to $85 per month. The third income group can afford up to $210 at the $10,000 income figure and the remaining one percent can afford up to $280 per month or 74 percent of average rent in Houston. Eighty-six percent of the tenants can afford no more than $85 per month rent without some form of subsidy. Such units are virtual impossible to find in a metropolitian housing market such as Houston's because of land values,the opportunity costs of money etc.

According to the three year Housing Assistance Plan (HAP) approved by the United States Department of Housing and Urban Development (HUD) June 15,1983,based upon 1980 Census statistics there are approximately 57,800 renter households in the City of Houston with incomes below 50 percent of median income occupying substandard housing and/or paying more than 30 percent of the income for housing. Another 27,300 households have incomes between 50 and 80 percent of the median and are occupying substandard housing and/or paying more than 30 percent of their income for housing. According to HUD's definition these households are in need of housing assistance. On the basis of this need, the City of Houston set three year housing goals for rental assistance at 3,640 (480 elderly; 2810 small family; and 350 large family). Since October 1, 1982, the effective date of the HAP, the City has received funding for 1,065 units of housing all but 39 of which is rental assistance in existing units.

Overall, the City of Houston has approximately 15,500 units of subsidized housing (2,550-Sec 8; 5,500-Sec 8 Existing; 780-Mod Rehab; 2350-Rent Supplement/236; 250-Vouchers, and 4,000-public housing (including Allen Parkway Village). Most of these subsidies were funded prior to 1980 and thus are not helping to meet the housing need discussed in the HAP. Allen Parkway Village represents 6.5 percent of the total subsidized housing stock in the City and 94 percent of the units which received new subsidies in the last two fiscal years.

Another measure of need is the number of households on waiting lists for subsidized housing. The Housing Authority of the City of Houston (HACH) has a 2,000 household waiting list for conventional housing and a 5,500 household waiting list for the Existing Section 8 subsidy.

In 1980, Allen Parkway Village had only approximately 100 vacant units. Current occupancy is down to just over 500 households, a reduction of 73 occupied dwellings since the relocation plan was prepared. This decrease has been affectuated, we suspect, by the policy of HACH to keep vacated units in Allen Parkway empty to minimize relocation on sale/demolition of the development. In effect, 400 subsidized units have been at least temporarily lost or 37 percent of the additional subsidized units funded by HUD in the last two years.

Conventional Housing

As previously indicated, the rental housing market in the Houston area is so soft that any reduction of supply would be welcomed.

IMPACT

In order to assess the environmental impacts of the subject proposal, other alternatives and their effects must be explored.

HACH proposes to pay relocation costs of the existing tenants in Allen Parkway and replace the units with new and rehabilitated units tied to Section 8 Existing subsidies. Mortgages on the new units would be reduced through lump-sum payments to an amount that could be supported with current Section 8 Existing Fair Market Rents. The funding source for either the mortgage-reduction payments or the Section 8 certificates is not clear. Allen Parkway Village is then to be demolished and a consultants study performed to determine the best use for the vacant land.

Without the funding sources to make the replacement units affordable to lower income households the net effect of the demolition of Allen Parkway Village would be to reduce an already limited supply of subsidized units by 500 plus the other 500 units on-site which would now require rehabilitation in order to be occupied, but which if rehabilitated would carry public housing operating subsidies. This alternative would appear to be unacceptable in view of the fact that the Allen Parkway Village property is said to be worth somewhere between $100 million and $1 billion. If the land proceeds from the deposition of Allen Parkway Village (assuming the land is sold at market value) were used to acquire acceptable replacement units and to create a financial vehicle to assure sufficient rental subsidies to make such units affordable to lower-income households, the disposition of Allen Parkway Village could have a positive impact for all parties involved.

Perhaps the most desirable variation to this proposal would be to require that a certain number of housing units be built on the redeveloped site which would be affordable to lower income-households. This would enable some lower income households to live in this very centrally located area since it is unlikely that other replacement units could be acquired in this area.

A second alternative would be to keep Allen Parkway as it it with minimal rehabilitation to make the maximum number of units available for occupancy. This would be the cheapest and least risky alternative, however, it would mean that only about 500 units out of the original 1000 units at Allen Parkway Village would probably be available for occupancy. At some point in time, the units would have to be rehabilitated in order to meet City building codes.

A third alternative is to rehabilitate the entire 1000 units with HUD modernization funds. HACH has estimated that this would cost $32,000 per unit or $32 million. This estimate appears high since the structures seem basically sound. A more realistic estimate is probably $15 to $20 million in order not only to modernize the units, but also improve traffic circulation, etc. This would restore the 1000 units to the subsidized housing stock and create a minimum of distruption for existing tenants. The drawback is that HACH would be left with a large public housing project with all its inherent management problems and units which still would probably not be comparable with private market ones.

The fourth alternative would be to rehabilitate 500 units of the project and demolish the other 500 and sell the resulting land for development. This might also be accomplished with minimum desruption to existing tenants. Land proceeds could be used to rehabilitate the remaining units. The problem with this alternative is that it would probably drastically reduce the value of the land to be sold due to the presence of public housing nearby and to the smaller size of the parcel to be assembled. It might also result in the loss of the demolished 500 units in the housing stock if sufficient moneies were not received from land sales to replace them.

In general, alternative one would appear to have the most positive long-term benefit to HACH and their tenants if sufficient revenues can be obtained from the sale of the land to replace the 1000 units with others housing units affordable to lower income households. This alternative would be especially appealing if some of the replacement units could be on the original site, thus minimizing the number of households required to leave the area permanently.

HISTORIC PRESERVATION

Allen Parkway Village is bounded on the south by an area commonly known as the Fourth Ward. Although the City of Houston has done away with the Wards as political subdivisions, several of the areas within the city continue to carry the ward designation on the part of the residents within these areas. Exhibit shows the boundaries of the Fourth Ward Areas.

The Fourth Ward covered an area that was previously known as "Freedsmen Town." This area was given this name since it was the original settlement of freed slaves following the Emancipation of 1865. The area has been rich in black culture. Several of the residents are descendants of the original settlers of the area. It remains a cohesive area with very close ties with friends and relatives. See Exhibit 4 for boundaries of Fourth Ward.

At one time, the Freedsmen Town covered a larger area, including a portion of the CBD of Houston. Its strict grid pattern does not correspond or align with the street pattern of adjacent areas. The streets are narrow and some of the streets continue to be paved with brick. The residences are of the "shotgun" type, meaning they have three or four rooms arranged in a row.

The area has diminished in size due to conversion of land areas for other uses. The right-of-way for Interstate-45 on the east took a portion of the area to the east. Today, the elevated I-45 with its several on-off ramps creates a barrier to the area. Today, the Fourth Ward is an isolated area. Due to its street grid pattern not aligning with the streets of adjadent areas, many awkward intersections are found on the area's perimeter.

The residences are interspersed with small grocery stores, dry cleaners, beauty shops, and restaurants. In the 1930's the Italian immigrants came to the area, and became the owners and proprietors of the service stores. The Italian families gradually acquired properties from the neighboring black owners. Inter-marriage occurred within the Italian families. Today the majority of the area is owned by the descendants of four or five families. The residents of the area have continued to be predominantly black.

Due to the close proximity to the CBD of Houston, the land comprising the Fourth Ward has a very high value. It is for this reason that the area has been termed "the 150 million dollar ghetto." In many aspects the area is reminiscent of the "Vieux Carre'" or French Quarter of New Orleans.

The Antioch Missionary Baptist Church, 313 Robin Street was placed on the National Register of Historic Places on December 22, 1976.

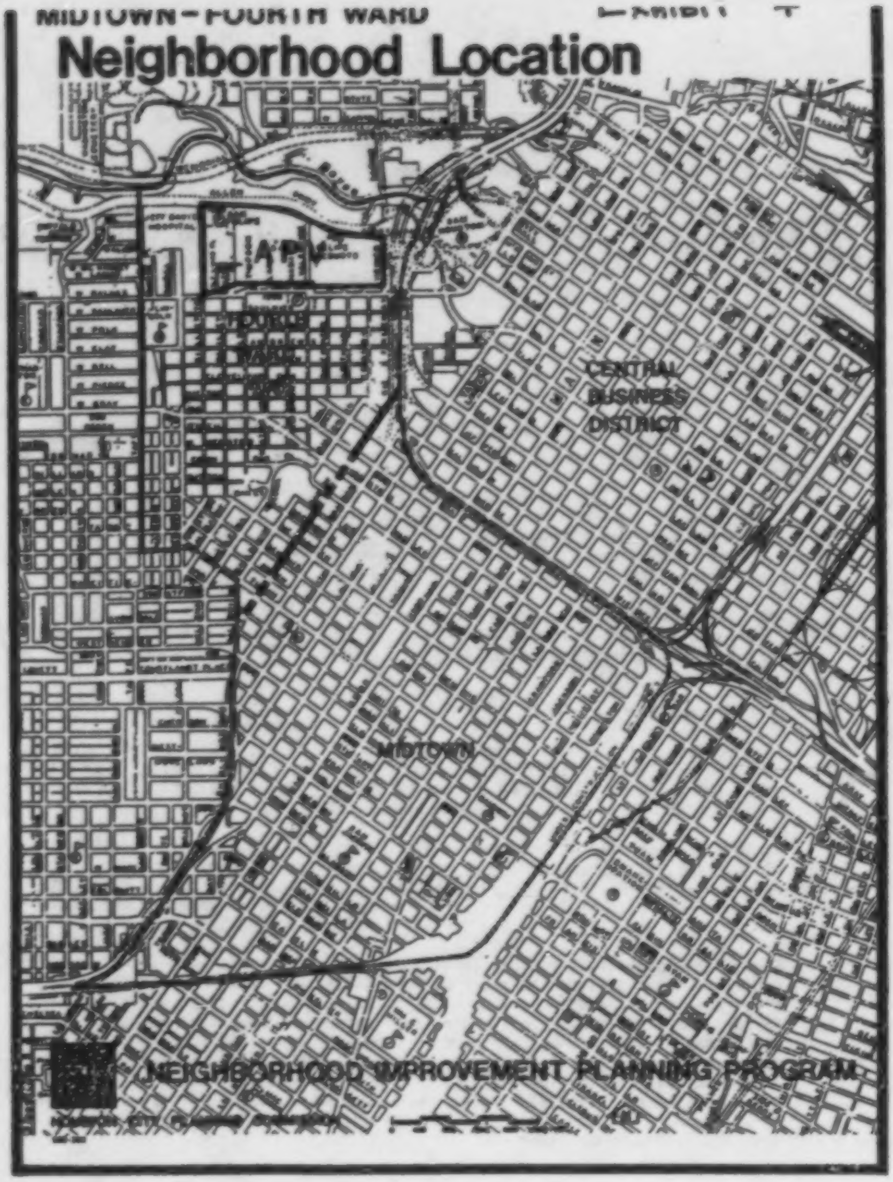
A portion of the Fourth Ward is under consideration as a Historical District. The Texas Historical Commission has agreed to this designation and is recommending to the Keeper of the Register that the area be designated a Historical District and is nominating the area to be placed on the National Register of Historic Places.

The area being nominated to the National Register includes two cemeteries. One is known as Founder's Memorial Cemetery and the other is named the Congregation of Beth Israel Cemetery. The Gregory Elementary School is also recommended for nomination to the Register. As the area is redeveloped, one proposal is to convert the Gregory School to a Black Museum and Cultural Center.

Allen Parkway Village is located on the northern edge of the Fourth Ward. It is the opinion of many people that as goes Allen Parkway Village--so goes the Fourth Ward. In other words, if Allen Parkway Village is demolished so will the structures in the Fourth Ward be demolished. Several plans for redevelopment have been prepared.

Impact and Mitigative Measures

It is believed that any of the four alternatives might be accomplished without impact to either the historic structures or the historical district. See letter from the State Historical Officer as Exhibit 5.


MIDTOWN-FOURTH WARD
EXHIBIT 4
Neighborhood Location
APV
FOURTH WARD
CENTRAL BUSINESS DISTRICT
MIDTOWN
NEIGHBORHOOD IMPROVEMENT PLANNING PROGRAM

CURTIS TUNNELL
EXECUTIVE DIRECTOR

TEXAS HISTORICAL COMMISSION
P.O. BOX 12276 AUSTIN, TEXAS 78711 (512) 475-3092

December 14, 1984

I.J. Ramsbottom
Regional Environmental
  Officer
Department of Housing and Urban
  Development
Fort Worth Regional Office
P.O. Box 2905
Fort Worth, Texas 76113

Re: Harris County, Houston, Texas
  Demolition of 100o units, public
  housing, Allen Parkway Village
  (HUD-CDBG, B-3)

Dear Mr. Ramsbottom:

This office is in receipt of your letter of December 5, 1984, regarding the proposed demolition of 1000 dwelling units of Allen Parkway Village. We offer the following comments pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended and 36 CFR 800.

We have reviewed the information in our files regarding the Allen Parkway Village. It is our opinion that the structures in this public housing project do not meet the criteria for inclusion in the National Register of Historic Places. Completed in 1944, the structures are not yet 50 years of age and are not considered to be of significant architectural merits.

Please note however, that the oldest portion of Freedman's Town, an area settled by emancipated blacks during the 1860's, was demolished in order to erect this public housing project. It is quite possible that significant historic archeological deposits are preserved under the extant asphalt. If demolition of the 1000 units includes removal of the asphalt, then provisions for archeological monitoring should be included in order to identify archeological deposits potentially eligible for the National Register. If demolition only pertains to the extant above ground structures, then no properties listed or eligible for listing on the National Register of Historic Places will be affected by the undertaking.

EXHIBIT 5

December 14, 1984

Thank you for the opportunity to comment.

Sincerely,

LaVerne Herrington

LaVerne Herrington, Ph.D.
Deputy
State Historic Preservation
Officer

NK/LH/lft

cc: TAC, Bob Mabry

GEOLOGY

The topography of the Allen Parkway Village site is nearly level. The Soil Survey of Harris County reveals that the soil in this area is of the clayey, loamy soils of the Lake Charles-Bernard Association. Soils of this association are somewhat poorly drained because of its very low permeability characteristics typical of clayey, loamy soils.

Groundwater in the coastal region of Texas is derived from the Gulf Coast aquifer, which includes the Catahoula, Jasper, Evangeline, and Chicot aquifers. The Gulf Coast aquifer underlies about 35,000 square miles of the Texas Coastal Plain and extends from the coastline inland for some 90 to 120 miles. Being the most extensive of the region's groundwater reservoirs, this aquifer consists of more than 3,500 feet of interbedded sand, clay and gravel. Municipal supplies, industrial uses, and agricultural irrigation utilizes huge quantities of this grandwater. In the Houston area, approximately 400 million gallons of groundwater are withdrawn daily for the various uses. Although the potential groundwater recharge is very large (1,229,800 acre-feet/year), maximum development is limited by the capability of the aquifer to transmit water from area of recharge to areas of discharge. The rate of movement is dependent upon the hydraulic gradient, the permeability of the aquifer, and the temperature of the water. The rate of general movement is about 20, 40, and 60 feet per year in the upper part of the Jasper acquifer, the Evangeline aquifer, and the Chicot aquifer, respectively.

Ground water withdrawals in the CBD area of the City of Houston is approximately 223.2 million gallons per day. The heavy withdrawal of ground water has caused a decline in the water levels of wells in the Houston area. It has been calculated that the average annual water level decline for all wells was 4.8 feet per year.

The withdrawal of large amounts of ground water has caused settlement or subsidence in the Houston area. This problem has become so severe in the area that the Harris-Galveston Coastal Subsidence District has been formed. The Harris-Galveston Subsidence District has prepared maps showing the amount of subsidence which has occurred. In the vicinity of the Allen Parkway Village subsidence was between 4 and 5 feet from the period of 1906 to 1978.

The Department of the Interior, United States Geological Survey in cooperation with the National Aeronautics and Space Administration has prepared, "Miscellaneous Field Studies, Faults, Houston Metropolitan Area, Texas." Map MF-1136 shows that there are no faults near the Allen Parkway Village. The Memorial Park Fault is at least a mile west of the APV.

Impact and Mitigative Measures

Total rehabilitation, partial rehabilitation and the no action alternatives will cause no more subsidence than that which is presently taking place. Total demolition with intense development upon the 37.5 acre site would be expected to increase the demands for ground water and eventually would accelerate the rate of subsidence in the area. A mitigative measure would be for the City of Houston to become less dependent upon ground water as the major source of its water supply. Lake Houston is the only impoundment of surface water within Harris County. This lake provides only a fraction of the city's total need. To become less dependent upon ground water, several other lakes would have to be formed by damming the San Jacinto and the Trinity Rivers. No plans have been made to construct such dams in the immediate future.

BIOTA

All existing plant and animal life was destroyed at the time the original project was constructed. New plants were introduced at the time the project was landscaped. Live Oak trees have flourished on the site. These trees have grown to the point that their root system has caused sidewalks and other paved areas to be cracked and lifted. The trees provide very dense shade in some areas making it impossible to grow and maintain lawn areas. The trees need pruning and thinning.

Although the HACH has rules prohibiting pets, several dogs and cats were noted roaming the project. We were told that when tenants were questioned, the animals belonged to no one.

No endangered species are known to exist on the project site. Alligators, which now have been placed on the threatened list in Texas, have been spotted on some occasions in and around Buffalo Bayou, which is located between Allen Parkway and Memorial Drive.

Impact and Mitigative Measures

Rehabilitation or partial rehabilitation should include pruning and thinning of the existing trees. Removal of some trees might be warranted. This is particularly true of the seedling cottonwood, willow and Chinese Tallow trees which have sprouted and grown too close to the structures.

Demolition would probably cause damage to the existing trees and could result in the removal of the trees entirely from the site. Demolition would cause the cats and dogs to migrate to other areas. No threat would be caused to any wildlife in Buffalo Bayou by any of the alternatives.

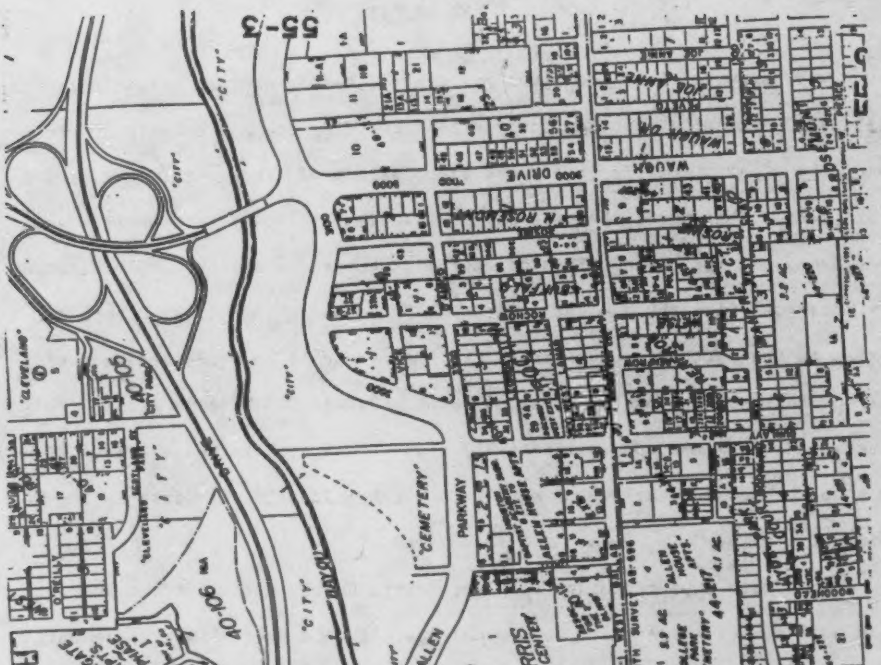
AIR QUALITY

Mr. Larry Butts of the Texas Air Control Board, Austin, Texas (512-451-5711), was contacted for information regarding the air quality in the vicinity of APV. Harris County has been designated a non-attainment area for ozone. This means that the National Ambient Air Quality Standards are not being met for ozone. This condition is brought about by the emission of hydrocarbons from the exhaust of trucks, buses and automobiles. There are areas to the north and east of the CBD that would be in non-compliance of carbon monoxide and nitrogenous and sulphus dioxides. This is due to the fact that there are concentrations of heavy industries in those areas. There are no such concentrations of manufacturing and industrial plants on the west-side of the CBD.

The State Implementation Plan for Harris County calls for the inspection and maintenance program for motor vehicles. Such a program was implemented in August 1984.

Impact and Mitigative Measures

The air quality in the vicinity of Allen Parkway would not be impacted by Alternate No. 1, Total Rehabilitation, Alternate No. 2, Partial Rehabilitation and Alternate No. 4, no action. Alternative No. 3, demolition with ultimate redevelopment may have an impact upon the air quality based on the intensity and density of the redevelopment. If the area is redeveloped with highrise structures with parking facilities for thousands of automobiles, it could cause the carbon monoxide standards to be exceeded. Likewise, if there were to be concentrations of automobiles burning leaded gasoline, the standards for solid particulates might be exceeded and lead particles may be disseminated and eventually deposited in the soils surrounding the area. When the lead concentration in the soil exceeds 100 parts per million, there may be cause for alarm. There are some who would argue that it would take concentrations of 1000 parts per million before the soil would become toxic and a threat to the public's health.


55-3
55-1
BUFFALO BAYOU
"CITY"
MEMORIAL DR.
ALLEN PARKWAY
S. SHEPHERD
"CEMETERY"
"HARRIS COUNTY CENTER"
"ST. THOMAS HIGH SCHOOL"
"GEO. WASHINGTON"
"PARKGATE APTS PHASE I"
"FAITH HOME"
RIVER OAKS PLACE CONDO.
WAUGH DRIVE
KIRBY
"CLEVELAND"
AO-106
MEMORIAL

HOUSTON I. O.
LAND SALES DATA FORM

1. Location SW Corner of Allen Parkway & Montrose
2. Legal Description
3. Source Mr. Cresswell.
4. Public Records
5. Buyer
6. Seller Markley Cresswell Realtors
7. DATE OF SALE 10/84
8. Zoning
9. No. of Units Permitted
10. No. of Units Permitted Per Acre
11. Site Dimensions: Front ____ Depth ____
12. SITE AREA SQ. FT. 7500 #
13. Site Area Acres .17217
14. Placement Code No.
15. Gross Sale Price $250,000
16. Plus Assessments none
17. Total Sales Price 250,000
18. Terms of Sale Unknown.
19. SALES PRICE PER SQ. FT. 33.33
20. Sales Price Per Unit No
21. Sales Price Per Acre 1,451,854.
22. Off-Site Costs –
23. Net Demolition
24. Est. Excess Land Imprv. Cost
25. Cost Fully Improved
26. Cost PLU Fully Improved
27. Real Estate Tax Assessment

	Adequate Utilities at Site	Yes	No	Unknown	Distance to Site	Cost to Bring Utilities to Site
28.	Water	✓				
29.	Sewer	✓				
30.	Gas	✓				
31.	Other	✓				

32. Type of Paving on Adjoining Road
33. Remarks (include conditions causing adjustments)

Holding for speculation was not yet determined

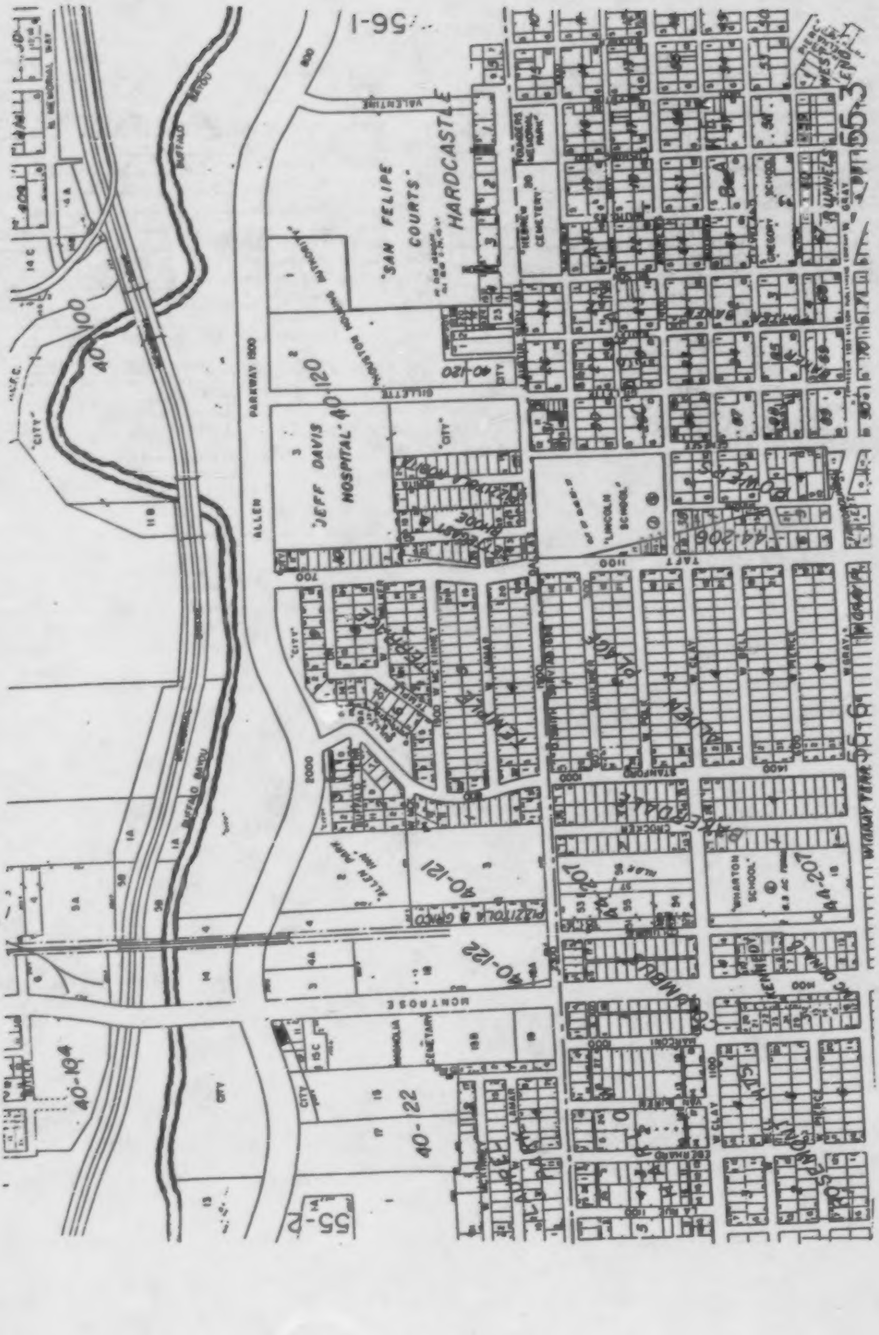
LOCATION DIAGRAM: see attached.

Brief for 2264 Address	Date S.L.O.	Sales Price As Is	 Fully Imp	Size Sq. Ft.	Price PSF As Is	 F.IMP

S____ L____ O____
Area
Date
Valuator

MP FORM #6

SEQUENCE NO:


56-1
HARDCASTLE
"SAN FELIPE COURTS"
HEBREW CEMETERY
"JEFF DAVIS HOSPITAL"
40-120
40-100
ALLEN
PARKWAY 1800
BUFFALO BAYOU
VALENTINE
GILLETTE
"CITY"
"LINCOLN SCHOOL"
POWERS
44-206
TAFT
GREGORY SCHOOL
BUNNELS
55-3
STANFORD
CROCKER
"WHARTON SCHOOL"
44-207
55-6
W. GRAY
40-121
40-122
MONTROSE
40-104
55-2
MARCONI
W. CLAY
PIERCE

HOUSTON I. O.
LAND SALES DATA FORM

1. Location Hyde Park + Montrose

2. Legal Description Lts 3-6, S 25 Lt 2, 7, Blk 11 Hyde Park

3. Source
4. Public Records 088-721350
5. Buyer McConnell, J.R.
6. Seller Burkitt Foundation
7. DATE OF SALE 7/17/84
8. Zoning n/a
9. No. of Units Permitted
10. No. of Units Permitted Per Acre
11. Site Dimensions: Front 220 Depth 126

12. SITE AREA SQ. FT. 27,796.92
13. Site Area Acres
14. Placement Code No.
15. Gross Sale Price $664,728.00
16. Plus Assessments —
17. Total Sales Price 664,728.00
18. Terms of Sale cash

19. SALES PRICE PER SQ. FT. 23.91
20. Sales Price Per Unit —
21. Sales Price Per Acre 1,001,880
22. Off-Site Costs —
23. Net Demolition —
24. Est. Excess Land Imprv. Cost —
—
25. Cost Fully Improved 664,728.00
26. Cost PLU Fully Improved
27. Real Estate Tax Assessment —

	Adequate Utilities at Site	Yes	No	Unknown	Distance to Site	Cost to Bring Utilities to Site
28.	Water	✓	—			
29.	Sewer	✓	—			
30.	Gas	✓	—			
31.	Other	✓	—			

32. Type of Paving on Adjoining Road
33. Remarks (include conditions causing adjustments)

The site was purchased for the purpose of Townhouse construction.

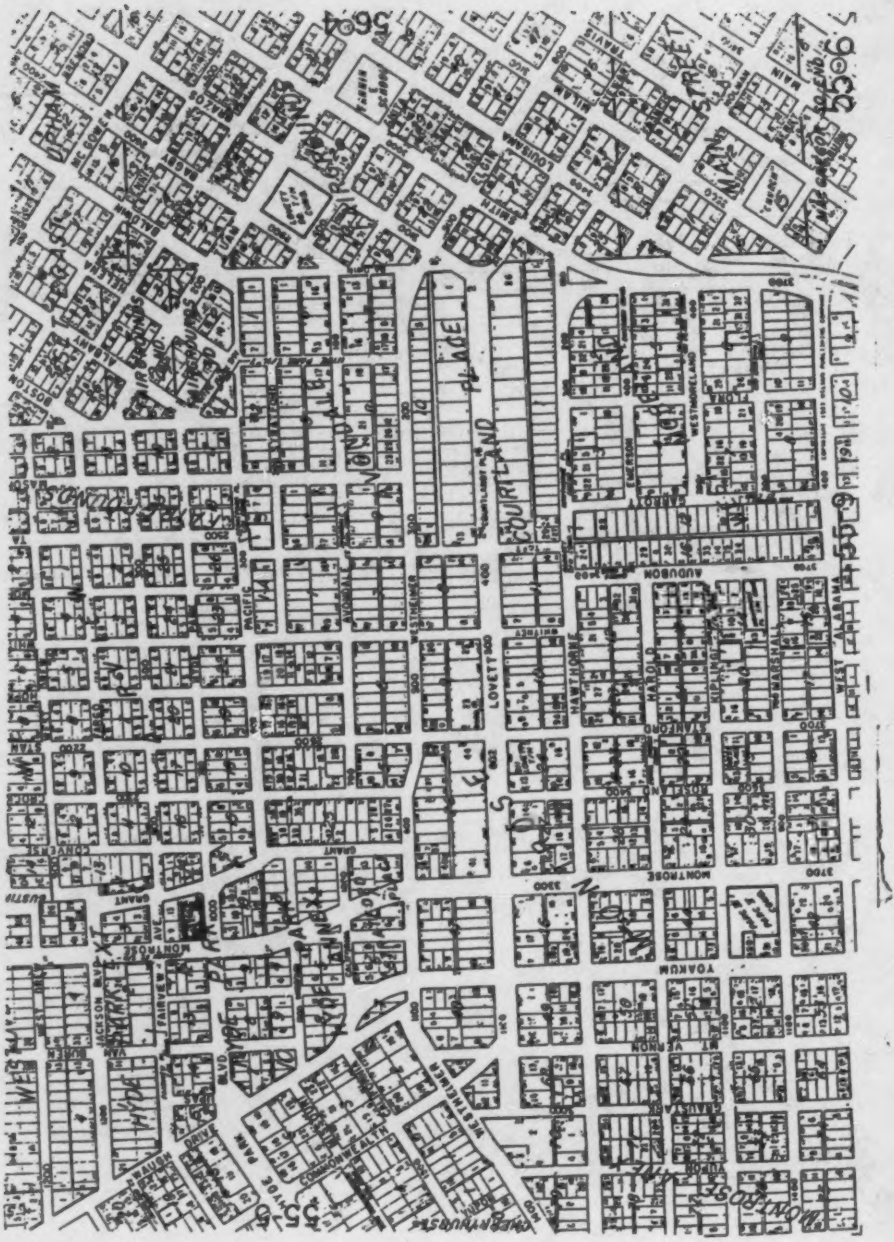
LOCATION DIAGRAM:

Brief for 2264	Date	Sales Price		Size	Price PSF	
Address	S.L.O.	As Is	Fully Imp	Sq. Ft.	As Is	F.IMP

S____ L____ O____
Area
Date
Valuator

SEQUENCE NO:

MP FORM #6


56-4
55-6
55-9
55-5
COURTLAND PLACE
WESTHEIMER
LOVETT
MONTROSE
AVONDALE
PACIFIC
HAWTHORNE
HAROLD
KIPLING
MARSHALL
WEST ALABAMA
FAIRVIEW
YOAKUM
MT VERNON
COMMONWEALTH
AUDUBON
EMERSON
WESTMORELAND
HYDE PARK
GRANT
CONVERSE
JACKSON BLVD
VAN BUREN
YUPON
BOSTON
TRAVIS
MAIN
LOUISIANA
CHERRYHURST

(; Idonia Duncan
999-1783

HOUSTON I. O.
LAND SALES DATA FORM

1. Location Buffalo Terrace
2. Legal Description Lts 6-7 [illegible] 12, 13 Blk 8 Temple Terrace Addition
3. Source Richard P Gould
4. Public Records [illegible]-1778
5. Buyer Richard M. Gould (Tr)
6. Seller Shaper Charles H.
7. DATE OF SALE 6/[illegible]/84
8. Zoning n/a
9. No. of Units Permitted
10. No. of Units Permitted Per Acre
11. Site Dimensions: Front [illegible] Depth [illegible]

12. SITE AREA SQ. FT. 25,264.8
13. Site Area Acres .58 ac
14. Placement Code No.
15. Gross Sale Price $ 707,414.
16. Plus Assessments $
17. Total Sales Price 707,414
18. Terms of Sale Cash price.
19. SALES PRICE PER SQ. FT. 28^{00}
20. Sales Price Per Unit —
21. Sales Price Per Acre —
22. Off-Site Costs —
23. Net Demolition n/a
24. Est. Excess Land Imprv. Cost [illegible]
25. Cost Fully Improved 707,414
26. Cost PSF Fully Improved —
27. Real Estate Tax Assessment —

	Adequate Utilities at Site	Yes	No	Unknown	Distance to Site	Cost to Bring Utilities to Site
28.	Water	✓	—			
29.	Sewer	✓	—			
30.	Gas	✓	—			
31.	Other	✓	—			

32. Type of Paving on Adjoining Road Concrete/asphalt
33. Remarks (include conditions causing adjustments)

3 vacant structures (SFR) still on site - sales price was cash. Site to be developed with high-rise office in future.

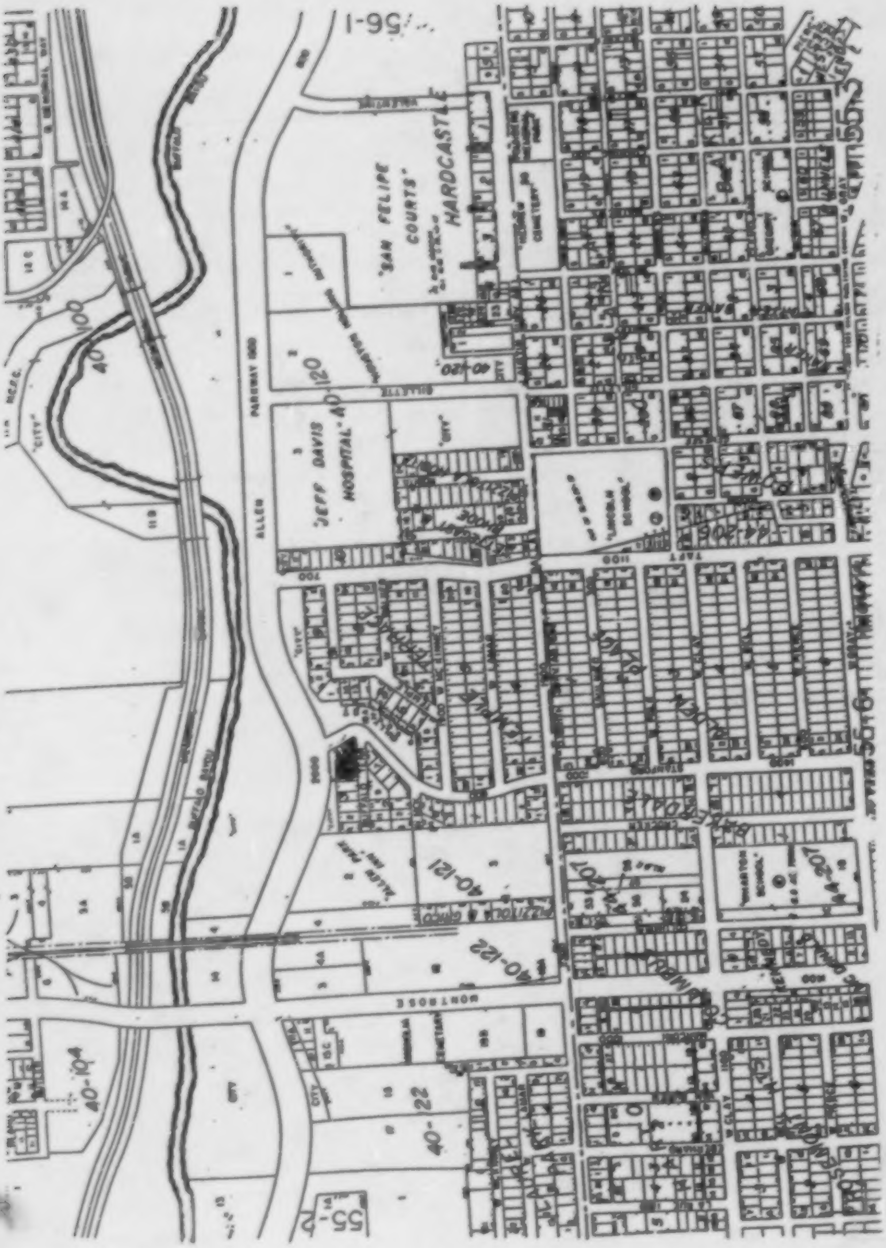
LOCATION DIAGRAM:

Brief for 2264 Address	Date S.L.O.	Sales Price As Is	 Fully Imp	Size Sq. Ft.	Price PSF As Is	 F.IMP

S____ L____ O____
Area____
Date____
Valuator____

SEQUENCE NO:____

MF FORM #6


56-1
HARDCASTLE
"SAN FELIPE COURTS"
40-100
40-120
"JEFF DAVIS HOSPITAL"
"CITY"
ALLEN PARKWAY
GILLETTE
TAFT
"LINCOLN SCHOOL"
44-206
55-3
55-6
40-121
40-122
MONTROSE
"WHARTON SCHOOL"
44-207
40-104
40-22
55-2
BUFFALO BAYOU

HOUSTON I. O.
LAND SALES DATA FORM

1. Location S/c Austin & Prospect
2. Legal Description Pat. Blk 4 Morgan + Demeritt's addn Sec 2
3. Source REVAC
4. Public Records 076-93-0744
5. Buyer Marcus Medwell
6. Seller United Savings Assn.
7. DATE OF SALE 3/20/84
8. Zoning n/a
9. No. of Units Permitted —
10. No. of Units Permitted Per Acre —
11. Site Dimensions: Front 100 Depth 400
12. SITE AREA SQ. FT. 41,250
13. Site Area Acres
14. Placement Code No.
15. Gross Sale Price $1,567,500
16. Plus Assessments $ —
17. Total Sales Price $1,567,500
18. Terms of Sale
19. SALES PRICE PER SQ. FT. 38.00
20. Sales Price Per Unit —
21. Sales Price Per Acre 1,655,280
22. Off-Site Costs —
23. Net Demolition —
24. Est. Excess Land Imprv. Cost —
25. Cost Fully Improved —
26. Cost PLU Fully Improved —
27. Real Estate Tax Assessment —

	Adequate Utilities at Site	Yes	No	Unknown	Distance to Site	Cost to Bring Utilities to Site
28.	Water	✓	—			
29.	Sewer	✓	—			
30.	Gas	✓	—			
31.	Other	✓	—			

32. Type of Paving on Adjoining Road
33. Remarks (include conditions causing adjustments)

11 story Medical Office to begin construction on Feb. 85. Area is in a transition area due to location of Hermann Hospital. See attached for comp location.

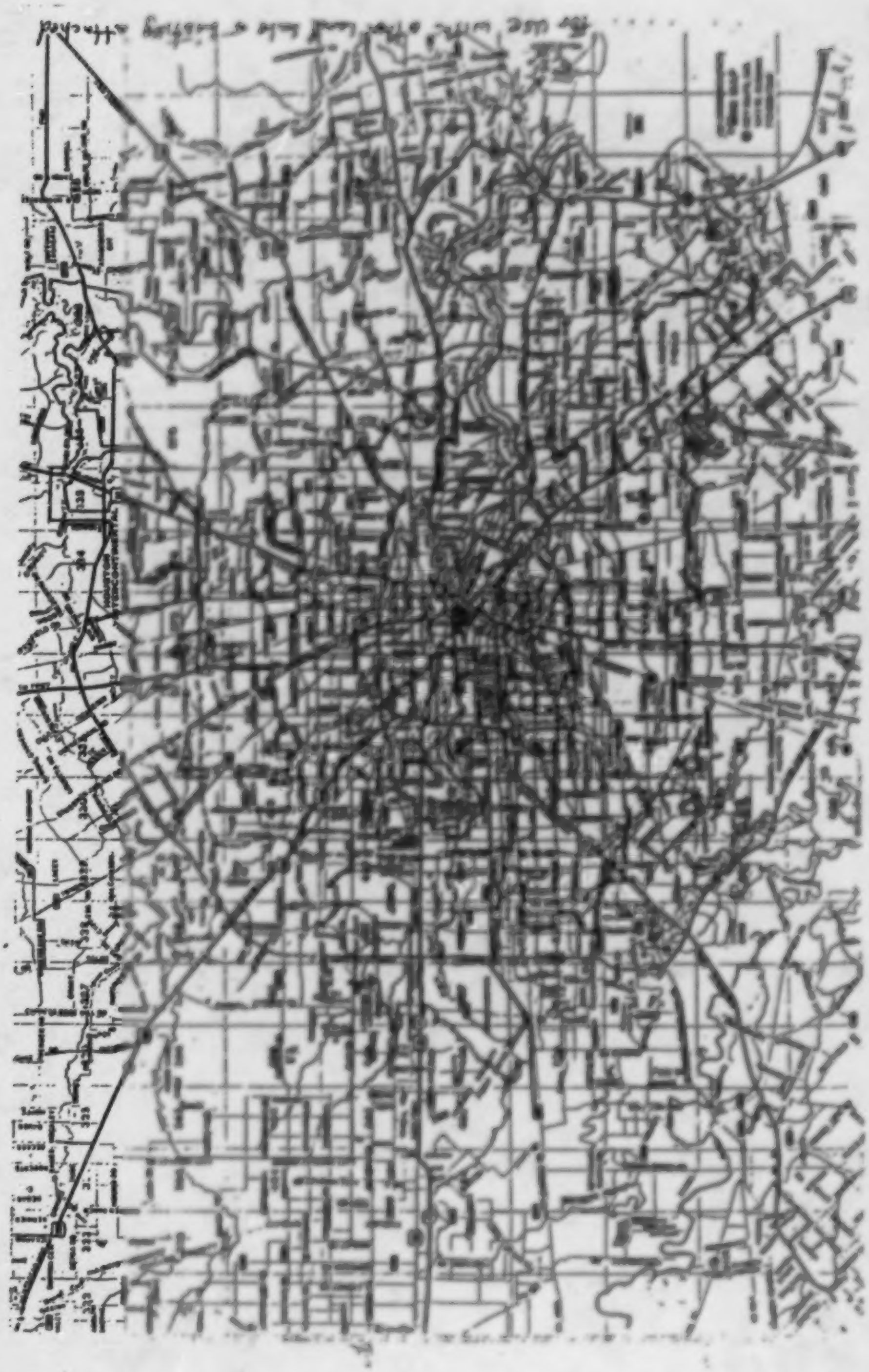
LOCATION DIAGRAM:

Brief for 2264	Date	Sales Price		Size	Price PSF	
Address	S.L.O.	As Is	Fully Imp	Sq. Ft.	As Is	F.IMP

S____ L____ O____
Area____
Date____
Valuator____

MF FORM #6

SEQUENCE NO:____



For use with other land sale history attached

106
55-8

ALTERNATIVES

Alternative No. 1: Rehabilitation of Existing Structures

Since it is HUD's policy to conserve and maintain the existing stock of low-income public housing to the maximum extent consistent with need and feasibility (870.4), the rehabilitation of the existing structure was chosen as the first alternative to be discussed.

In an affidavit dated July 12, 1984, Mr. Karl Kamrath, Fellow of the American Institute of Architects states that the structures comprising APV are still structurally sound to the best of his knowledge. Mr. Kamrath, who assisted in the original design of the structures, states, "Our design placed great emphasis on structural integrity. Built of concrete framing, the masonry walls are some 10 to 13 inches thick. Such sturdiness was deliberately designed into the complex in order to keep maintenance to a minimum."

Mr. Thomas McKittrick, elected to the College of Fellows of the American Institute of Architects in 1979, states in an affidavit dated July 12, 1984, "Based on my professional expertise, I do not believe it is accurate to say that Allen Parkway Village is an obsolete development. Rather, I would say that this well-built and structurally sound complex is in need of some repair. Indeed, it should be noted that given the masonry and concrete materials used in building Allen Parkway Village, this complex with proper maintenance, will probably hold up better than new structures which are made of wood, gypsum board and plywood." He elaborates by adding that if the roofs do not drain, a coating of urethane insulation could be used to build up the center which would not only assist in drainage, but also in conserving heat. If the plumbing is old and in need of repair, it can be replaced, given the crawl space which was designed into the complex precisely in anticipation of this problem. If the electrical system needs replacement, conduits designed into the walls allow this work to be done.

It was found that the crawl space beneath the buildings was not of sufficient depth to provide access to the entire area under some buildings. Access for maintenance purposes has been accomplished by tunneling under the exterior beams of some of the buildings.

To determine the feasibility of rehabilitating the entire project a cost estimate was prepared.

— A new roof was proposed for all buildings. The roofing material estimated was single ply estomeric sheet material, a rubber like substance.

— New windows, that are both energy efficient and capable of reducing the exterior noise level, were calculated.

— New screens with the capacity to serve as security measures were included.

— Metal clad doors for exterior doors and pre-hung hollow-core interior doors were proposed.

— New electrical systems on the interior of the units was proposed. New 100 amperage boxes would supply electricity in keeping with today's needs. New switches and additional outlet plugs would be installed. Light fixtures are also included. New 30 gallon electrical hot water heaters, stoves and refrigerators, and new wall hung gas fired heaters are proposed.

— Walls would be scraped, plaster patched, painted and caulked. New kitchen cabinets with a 4-foot sink counter at the lower level and 10-foot cabinet at the upper level would be installed. New vinyl flooring is proposed throughout the project.

— Site improvements would include the replacement of all gas and water lines. Sanitary sewers of 18, 12, and 4 inch diameter would be repaired or replaced.

— Existing sidewalks and porches would be replaced where needed. Driveways would be overlayed with asphaltic paving. Some areas are proposed to be filled with topsoil to provide better drainage and the elimination of voids under porches and some buildings. Security flood lighting and security wrought iron fencing is included.

The cost estimate was prepared by H. G. Howerton, Construction Analyst of the Houston Office. His estimate for rehabilitating the project is $13,980,125. A copy of the summary of his cost estimate is attached as Exhibit 9. This estimate was prepared within a very limited time frame. It was the opinion of the team that the structures could be rehabilitated for approximately half of the amount as estimated by the HACH, which was $32,000,000.

The source of funding is not definitely known. It is hoped that sufficient funds for rehabilitation will be available through the Comprehensive Improvement Assistance Program (CIAP).

The team making this environmental assessment is of the opinion that further work and study is required if total rehabilitation is found to be the ultimate solution.

12/13/84

Page 1 of 3 Pages

Environmental Assessment

Allen Parkway Village
TX005-004 TX005-007
Houston, Texas

Question:

1. Re-hab
2. Re-hab + Demolition
3. Total Demolition
4. No Action

Answer:

905 Res. Units, 80 Bldgs, + Comm. Bldg + Adm
Basically 1000 Total units including Tenant housing, Child care Center, Storage, Police Sub-Station + 2 add. Bldgs -
of which:-

301 - 1 Bedroom, 1 Bath
312 - 2 " 1 "
176 - 3 " 1 "
110 - 4 " 1 "
6 - 4 " 2 "

Day care Center, Storage, Police Sub-Station - 95

12 Bldgs. less than 50% Occupied
31 " 50-75% "
37 " above 75% "

1 Bedroom 480 □'
2 " 640 □' Including stairs
3 " 772 □'

EXHIBIT 10

Add 132 □' for 4 Bedrooms

Page 2 of 3 Pages

Hard Costs:

Total Gas Line replacement	150,000.
Total Water Line replacement	200,000.
Sanitary Mains 18", 12", 8" - feeders 4"	308,000.
1018 wired smoke Detectors	50,900
Elec.	
replace - 100 Amp boxes	150,000.
Switches & plugs	150,000.
additional wiring	85,000
elec. water heaters 30 gallon	220,000.
400,000 SqFt Single Ply Roofing Elastomeric sheet	560,000.
20" free standing Ranges	220,000.
12-14 - cu FT Ref.	230,000.
Security flood lights	50,000.
4500 Screens (security)	225,000.
1500 screen doors (security)	292,500.
4500 windows	1,327,500.
Asphalt drives - 186,300 □'	1,863,200
Dec. W.I. fencing 4' high	13,000.
Screens, paint interior, Caulk	300,000.
V.A. Flooring	900,000.
Kitchen Cabinets - 4' lower, 10' up.	364,000.
bathroom steels, Vanities	500,000.
Door Hardware	100,000.
Elec. Distribution	300,000.
1500 Metal Clad Doors	300,000.
Weatherstrip & Threshold	134,000.

Pg 3 of 3 Pages

Address # & Bldg #	$ 3,000.
Gas wall hung heaters	375,000
Interior doors	240,000.
Yard repairs -	100,000.
Light Fixtures	100,000.
Sidewalk, Porch repair	150,000.
Structural Failure, Repairs	100,000.
Venetian Blinds & Shades	160,000
Adm. Bldg & Comm. Bldg Roofs, handicap access, interior remodeling, fixtures & equipment	1,024,000.
South side fencing " W.I 8' high	40,000.
Total Hard Cost:	11,184,100
X 25% Overhead & Profit	2,796,025
Total:	$13,980,125.00

Cost figures from:
Repair & Remodeling Cost Data-1984 - Means

H. D. Howenton
Construction Analyst
Houston Office
FTS 526-7977

Alternative No. 2: Partial Demolition and Partial Rehabilitation

Consideration was given to the demolition of some structures for the sake of decreasing the density of the project, providing better circulation within the project and to the surrounding areas, and providing more open areas and parking spaces for the tenants.

Such a plan was developed as a possible solution. It is not the only solution. (see Exhibit 11). This plan was developed by Jack Morris during his brief visit to Houston for the purpose of developing this assessment. It is to be considered only as a concept. It was perceived that additional parking spaces were urgently needed for the tenants automobiles. In this solution, where buildings are proposed for demolition, the land area to be cleared would be utilized for parking purposes.

The clearance of structures on the west end of the project for additional parking areas would remove 57 dwelling units. The parking spaces would remove 40 units on the eastern portion of the project.

No cost estimates were developed for this concept; however, the team was of the opinion that the costs would be very similar to the cost estimated for total rehabilitation. The logic for such an opinion is that though there would be a saving due to the number of units to be rehabilitated, the savings would be absorbed by additional site improvements such as the paving of the parking areas.

Under the alternative of partial demolition and partial rehabilitation, another concept was explored. This concept is based upon the idea of total demolition of the eastern portion of the project. The central portion of the project is comprised of three story structures. This central portion is presently being utilized as housing for the elderly and the handicapped. The logical place to consider partial clearance would be to demolish all of the buildings east of the three story structures. The area proposed for demolition is approximately 11 acres in size. See Exhibit 12. Based upon the appraisal which may be found as Exhibit 15, this 11 acre tract would have an approximate value of $31,145,400.00 when this portion of the tract was sold. The revenue created through the sale of the portion of the tract should then be used for the rehabilitation of the remainder of the project and other HACH projects needing rehabilitation. The demolition of the eastern portion of the project would remove 191 dwelling units.

Three three-story units have 1 bedroom units on the first floor. It is necessary to walk to the second story for access to the "piggy-back" units above. Studio type units comprise the second and third stories of these buildings. It is necessary to walk to the second floor to gain access to these studio units. The team recommends that these walk-up units be occupied by family tenants and that only the first floor units be occupied by the elderly and the handicapped.

Another concept considered was to combine the demolition of 57 units on the west end of the project and the demolition of the eastern portion of the project removing another 191 units. The combined total would amount to a reduction of 248 dwelling units. Although the team was of the opinion that partial demolition and partial rehabilitation on the western portion of the project, combined with total rehabilitation of the central 3-story portion of the project and with total demolition of the eastern portion of the project needs additional study. However, the team believed this compromise solution would have great merit and selected it as the preferred alternative. See Exhibit 13.

The advantages of this concept are:

1. The problem of having normally unacceptable noise level within the

eastern portion of the project due to Interstate 34 is eliminated.

2. The problem of the existing 96-inch underground storm sewer beneath some structures on the eastern fringe of the project would be resolved.
3. Relocation of tenants would be no problem, as there would remain 752 units in the project which is more than ample to house the existing 504 tenant households.
4. Seeking replacement housing for 248 households becomes much more feasible.
5. With demolition of the eastern portion of the project a new roadway should be built to provide better access for police and fire protection for the 3-story portion of the project.
6. Better circulation with additional parking spaces would be provided to the western portion of the project.
7. The disposition of the land on the eastern portion of the project should produce sufficient funding to rehabilitate the remainder of the project and to make the necessary site improvements.

If the remaining 752 units could have their usefulness extended for another 20 years, their rehabilitation would be most worthwhile. At the duration of this period and as the real estate market in Houston improves, consideration might be given to the demolition of another portion of the project. The removal of the central portion or the 3-story section appears to be the next logical section which might be considered for demolition.

An analysis of site conditions as prepared by the landscape architect on the team may be found as Exhibit 14.

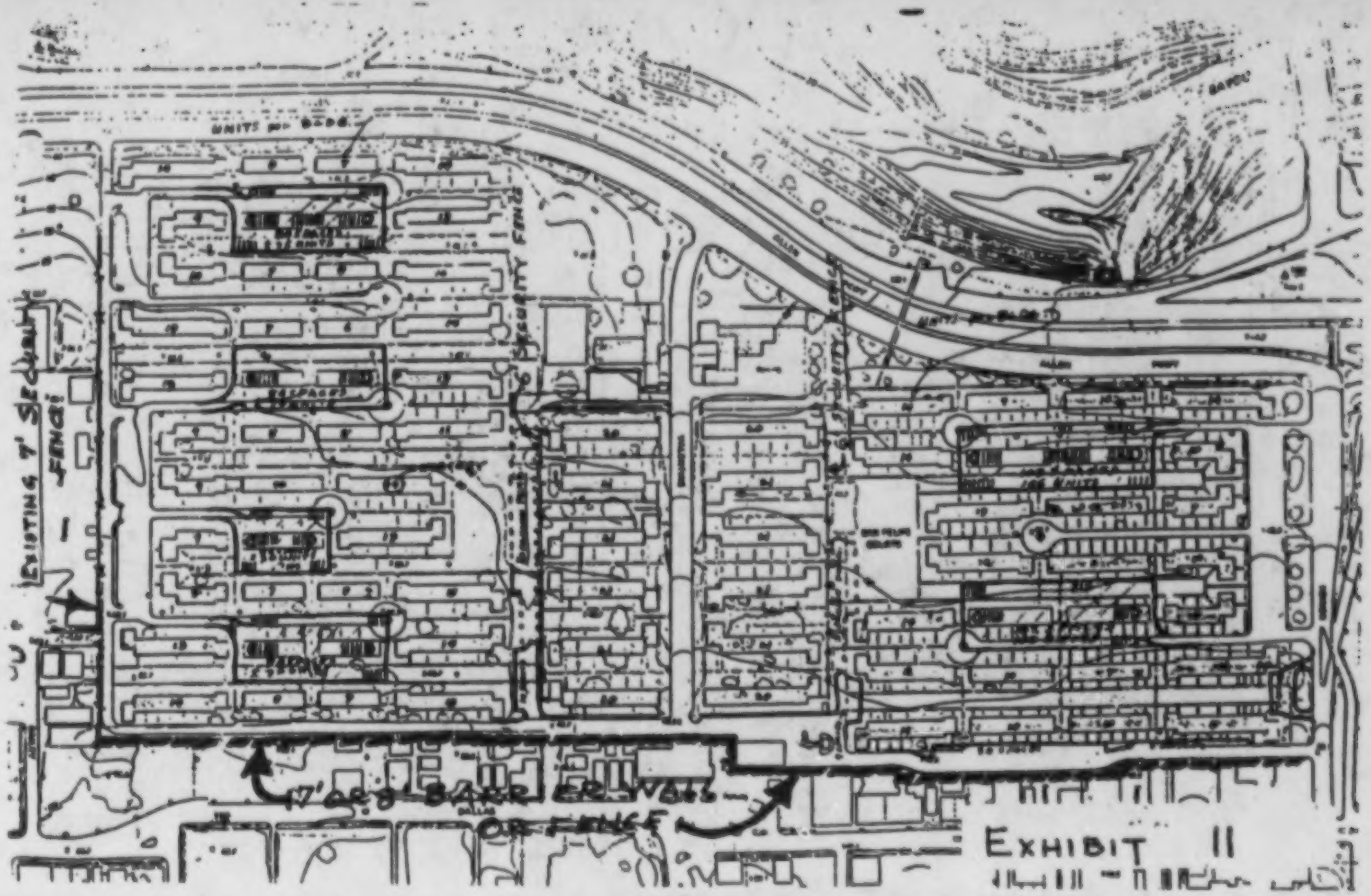

UNITS
SECURITY FENCE
EXISTING 7' SECURITY FENCE
7' OR 8' BARRIER WALL OR FENCE

EXHIBIT 11

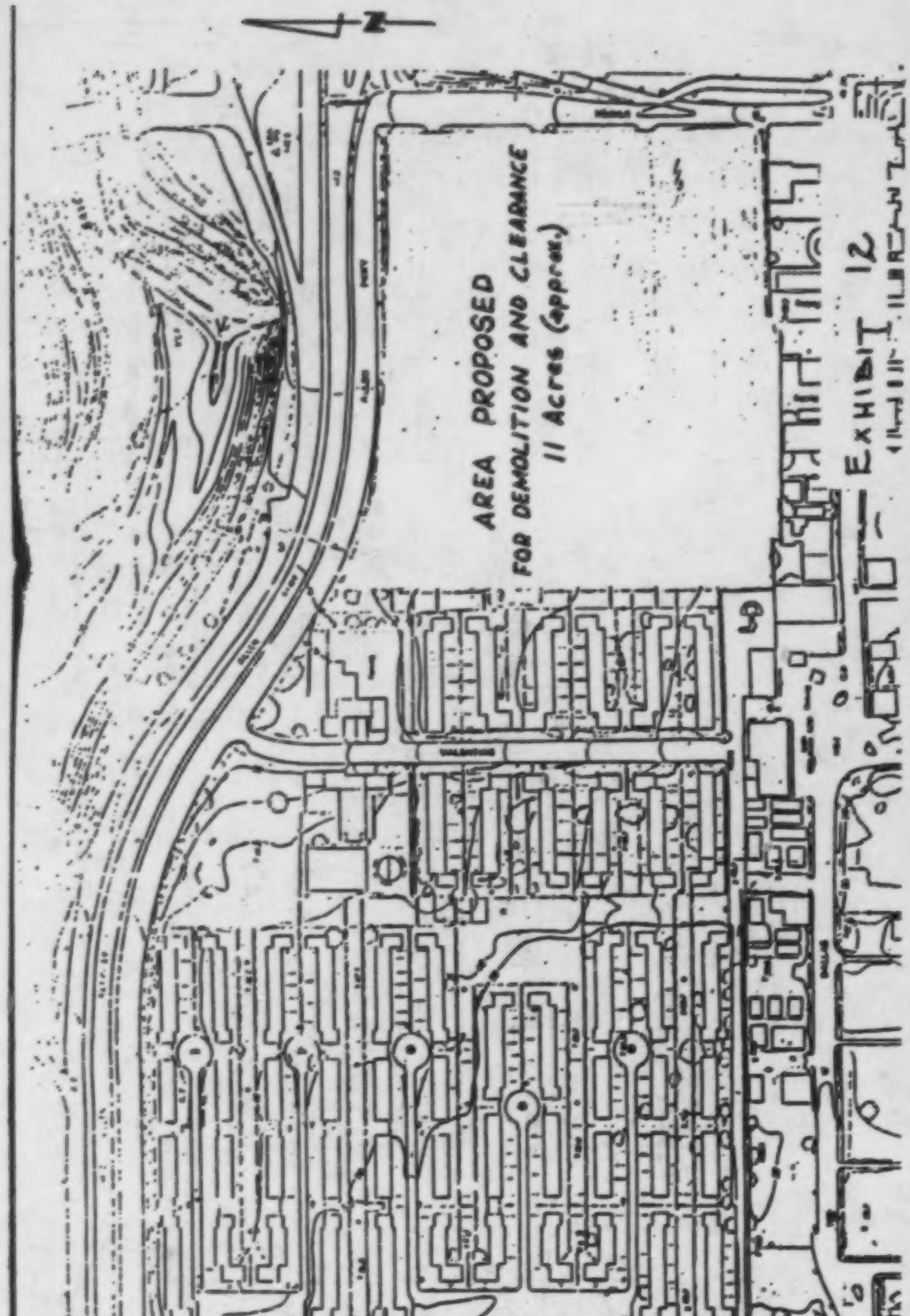

N
AREA PROPOSED
FOR DEMOLITION AND CLEARANCE
11 Acres (approx.)

EXHIBIT 12

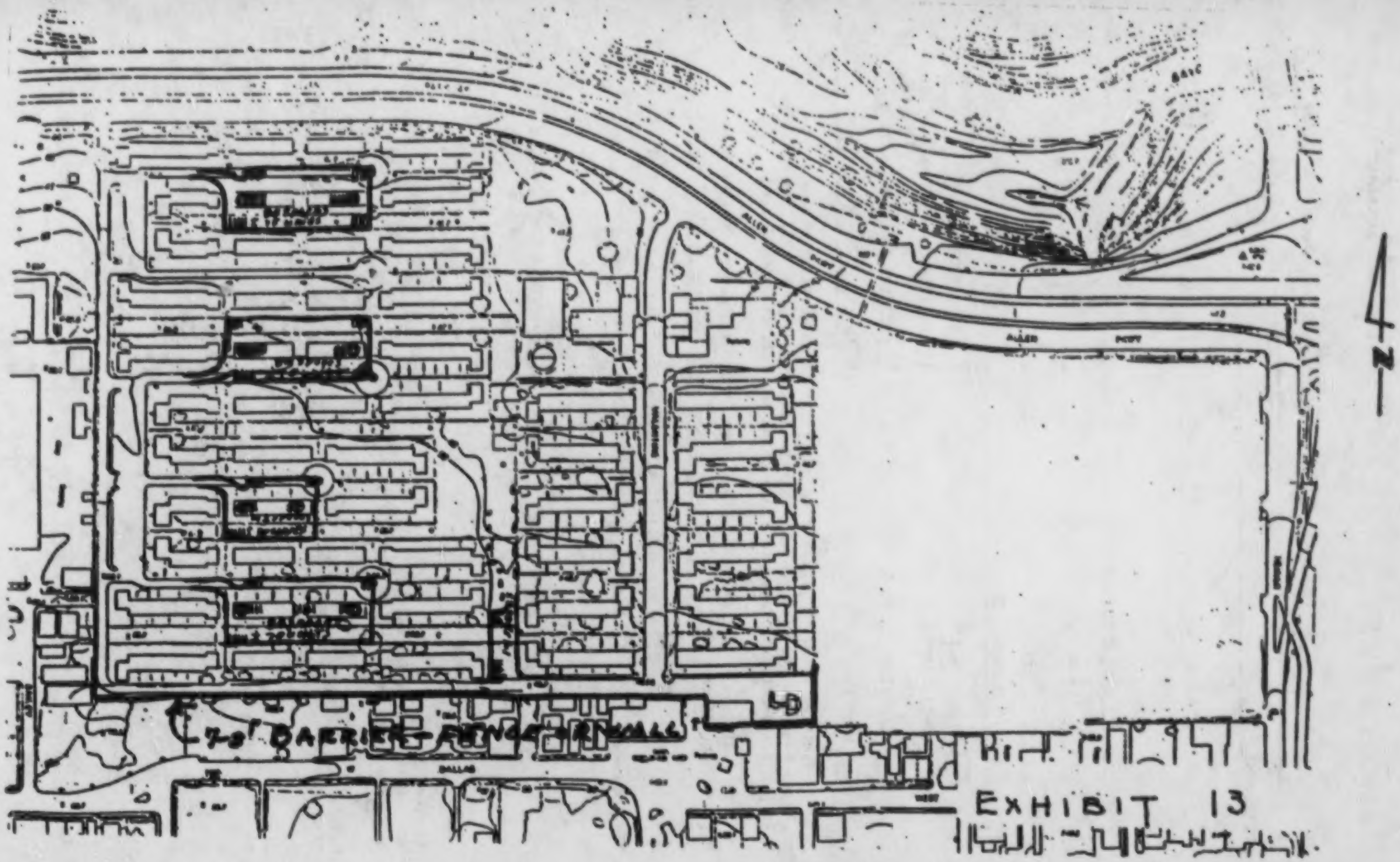

N
ALLEN PKWY
DALLAS
7-8' BARRIER FENCE OR WALL

EXHIBIT 13

Memorandum

U.S. DEPARTMENT OF
HOUSING AND URBAN DEVELOPMENT

TO: I. J. Ramsbottom
Environmental Officer 6CE

DATE: 12/17/84

IN REPLY REFER TO: 6E/BC

ATTENTION:

FROM: Bill Combes, Director, Office of Public Housing
Fort Worth Regional Office, 6H

SUBJECT: Site Improvements
Allen Parkway Apts.
TX 5-4 & 5-7
Houston, TX

☐ SAMA FEASIBILITY/PRELIMINARY
☐ CONDITIONAL DESIGN
☐ FIRM/FINAL PLANS & SPECIFICATIONS
☐ SITE EVALUATION VISIT
☐ SUBDIVISION
☐ FAILURE OF EXISTING
☐ RESTORATION MODIFICATION
☒ Project Evaluation Visit

Transmitted herewith please find our regional engineering and/or land planning comments and recommendations regarding the subject. All the exhibits that you transmitted for our study are being returned for your files.

If additional information or discussion is needed, please contact this office: Attention:
☒ Jack R. Morris   Reg. Landscape Architect FTS: 729-5468
☒ Elroy Flieller, Acting Chief, Evaluation and Field Support
FTS: 728-5529

Attachments:
☒ COMMENTS & RECOMMENDATIONS
☐ EXHIBITS
☐ Enclosed
☐ Separate Cover

Copies:
6H Office of Regional Housing (1)
6H Evaluation and Field Support (2) Morris;jm;12/17/84

EXHIBIT 14

Site Improvements
Allen Parkway Apts.
TX 5-4 & 5-7
Houston, TX

December 27, 1984

The following site conditions were noted during walk-through inspection of December 10 & 11, 1984. The project is 40 years old.

1. The earth around these pier and beam buildings has subsided as much as 12" or more at some locations. This is especially noticeable where existing grade is well below bottom edges of beams and where top risers of steps are 12" to 18" high due to settlement of both steps and entry walks. Perhaps 30% of entry walks and steps need replacement.

2. Virtually all steps in the elderly area need replacement due to narrow treads and high risers.

3. Handicap ramps in elderly area are long and steep, perhaps as much as 10%. They should be replaced with ramps having typical grades of 3%, 5% maximum.

4. Water runs under the buildings in many places. There are several causes: subsidence, utility work, poor drainage, no protective slopes away from buildings on high sides, and excavation by maintenance people to gain access underneath for repairs. Though there are access doors at ends of buildings, there is not enough clearance under floor joists to crawl from one end to the other. Rehab should include providing the MPS 14" clearance under the joists to stop the need for tunneling under the beams for repair work. Drain inlets will have to be added under each building. These inlets are needed now due to wetness under the buildings.

5. There are many cats in the project for both pest and rodent control purposes. Rodents can readily nest under most any building at present plus, under the cantilevered concrete porches. Rehab should specifically involve rodent control. This would include permanent barriers around the cantilevered porches.

6. Drying line footings are several inches out of the ground in some areas due to subsidence or shrinkage of the soil. Fill is needed to facilitate mowing and improve appearance.

7. There is no vegetative cover in many areas due to shade from large trees and buildings. A combination of solutions are essential. This will include raising the branching of the trees and thinning out the tops, a major task to be undertaken only by an experienced tree service firm. Ground cover and even non-vegetative treatments will be needed in some situations.

8. Gradings and drainage around buildings and in the courtyards is very bad. Water runs against and under buildings and there is ponding against buildings, on walks and in some lawn areas. It is believed that the best solution in most areas, if not all of them, is to add well designed yard drains and regrade as needed to get the runoff water into them. Both excavation and fill will be involved.

9. Considerable walk replacements are needed due to settlement, breakage during utility work, breakage by vehicles and breakage by tree roots. Many large growing trees were planted 40 years ago within 2' to 3' of the walks and some volunteer trees have been allowed to grow very close to walks. Hazardous vertical and horizontal displacements are common. Some of the volunteer trees should likely be removed but, the old Live Oaks, Water Oaks and other more desirable kinds should be retained and carefully protected from damage by re-routing the replacement walks or even by bridging over the raised mass of roots with treated timber structures.

10. Shell aggregate concrete was originally used for street and alley paving. The surface has spalled off in most areas and there is considerable major failure. Total replacement is needed in several areas but, an asphalt overlay may suffice in others, though a permanent bond may not be possible due to the softness or flakiness of the shell.

11. Barriers are needed to keep the electric vehicles on the walks constructed for them.

12. Play areas need new design concepts with strong considerations given to ethnic makeup of the project.

13. Trees are needed in areas to reduce heat and glare. To avoid future major walk damage, the plans should show and clearly specify minimum distances of 10' from walks but never closer than 5'.

14. Subsidence has extended from the project across Buffalo Drive to Allen Parkway about 300' to 500' west of Heiner Street. Leaves, silt and debris collected in the standing water is a mess. This needs correction. Subsidence here and perhaps in other areas may be the result of improperly compacted deep fill.

15. There are about 14 buildings with long, empty planters which are trash and garbage collectors. They should at least be capped with concrete to stop this use of them.

16. Inadequate parking quantity and distribution is a very major deficiency in the family areas of this 40 year old project. It creates constant management problems due to tenants parking their cars next to their units in unpaved areas creating mud holes, breaking sidewalks, etc. There is a contract with a wrecker service to tow the cars away during the day if parked in non-designated spaces but, many tenants move their cars to their back doors at night. This was observed. If parking space location for this type of project were rated by tenants on a scale of one to ten the only ten location would abut the most frequently used door. There were virtually no such parking provisions in the original project design. Tenants do curb-park in the approximately 16' wide alleys but, this is a very sub-standard situation. Garbage trucks have considerable difficulty getting through.

17. Reported crime is a major problem in the project and the manager believes that there is considerable unreported crime. The primary access and escape routes for criminals are along the south boundary. Management believes that crime would drop sharply if a barrier of adequate height and strength were constructed along the south boundary. They have tried a chain link fence, but this has not worked. A 7' to 8' high wall or heavy steel fence with a barbed wire on top is likely needed. It would be about 2,000' long and would likely cost at least $20.00 per lin-ft.

18. A security fence between family and elderly areas is also believed necessary. The existing Redwood fence is in poor condition and is not a security type fence. Security fencing may also prove necessary along Valentine Street but, this would need gates whereas the other fencing would not need gates.

19. A legal survey dated June 2, 1980, indicates that a 96" storm sewer may be located underneath seven buildings in the east part of the site. This was not known when inspecting the project.

Alternative No. 3: Total Demolition

This alternative which corresponds to the request by HACH is the basic one under consideration by HUD. HACH is requesting permission to use $820,000 of Public Housing Urban Initiatives Program funds to accomplish the demolition. This estimated amount was based upon an estimated cost of $10,000 per structure. The 80 residential structures, a community building and an administrative building make up the project.

Demolition of the project would require the relocation of the tenants to other areas within the City of Houston. The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 is not applicable to this action. However, HACH proposes to follow the requirements in providing replacement assistance.

It should be noted that the application contains a Resolution passed by the City Council of the City of Houston passed on August 1, 1984. This resolution generally concurs and supports the general strategy developed by HACH. However, the Resolution should not be considered as total endorsement. Paragraph 3 of the Resolution states,

> "The City of Houston predicates the concurrence in Paragraph 1 of this Resolution upon (i) development and execution of the Plan as stated in this Resolution and (ii) on the development and execution of a comprehensive development program by the Authority in cooperation and conjunction with the appropriate city departments and agencies."

The HACH application is primarily based on the determination that the deterioration and obsolescence of the project makes a program of rehabilitation unfeasible. The application makes reference to a previous report, but the report is not made a part of the application. It is the team's understanding that the HACH cost of rehabilitation has been estimated to be $32,000,000.

The application states, "This application has been developed in consultation with the residents and the Resident's Council of APV." It cites the dates of such meetings and where the meetings were held. The application does not set forth the comments and position.

Following the receipt of the application, a Memorandum in Opposition to the Application to Demolish Allen Parkway Village was received by the Houston Office. The Memorandum in Opposition was filed on behalf of the Allen Parkway Village Resident Countil by the American Civil Liberties Union and the Gulf Coast Legal Foundation.

The Memorandum in Opposition contends the following:

1. APV is not obsolete.
2. Rehabilitation is feasible.
3. HACH's estimates for rehabilitation are inflated and not realistic.
4. HACH has not explored all alternatives for rehabilitating the project.
5. Development in the surrounding area does not adversely affect the provision of decent, safe and sanitary housing.
6. There is no excess of housing for low-income families. The supply does not meet the demand. HACH has a waiting list of 5,000 applicants.
7. Tenants were not provided proper opportunity to comment.
8. The tenants oppose the demolition of the project.

The application does not request permission for disposition of the Allen Parkway Village site. The application is silent regarding proposed reuse of the 37.5 acres comprising the site. Existing regulations require the Secretary to determine that the net proceeds will be used for payment of indebtedness incurred in development or modernization of the project and, to the extent funds remain, to provide housing assistance for lower income families.

Relocation Considerations

Obviously a primary consideration of a proposal to demolish an occupied project is the feasibility of relocation.

In order to have a better understanding of what the proceeds from the disposition of the APV site, a current appraisal was made by Antonio Hernandez, Subdivision Appraiser, Houston Office. This appraisal estimates the land to have a value of $60 to $70 per square foot. A copy of the appraisal is included as Exhibit 15.

Based on a mid-figure of $65 per square foot, the site is calculated to have a value of $106,177,500.00. This value is less than the estimated value of previous appraisals. This is due to a depressed real estate market in Houston at this time. It has been estimated the City has an excess of 10,000,000 square feet of office space and that the annual absorption rate of such space is 1,500,000 square feet per year. It has also been estimated that the vacancy rate of dwelling units (apartments and houses) is approximately 20 percent. Neither does this current appraisal use as a comparable any transaction of land sales within the central business district.

It is the recommendation of the team preparing this environmental assessment that permission for the demolition of the structures comprising APV not be granted until the disposition of the land might also be granted.

Real Estate Considerations

Three obvious options exist in regard to possible reuse of Allen Parkway Village:

1. redevelopment with assisted housing

2. partial clearance and some redevelopment with housing plus other uses, or sale of excess property

3. sale of entire parcel

The most significant aspect of any potential sale of project land or non-housing reuse is the property's market value. Land acquisition costs in Houston along Allen Parkway west of the project site and at other comparable locations have been reported in the range of $50 - $300 per square foot, while central business district sites have sold during the last two years for $300 - $500 per square foot, with one parcel sold for nearly $750 per square foot. Assuming a possible range of value based on past sales of $50 - $500 per square foot, and given the fact that Allen Parkway Village is approximately 37 acres or 1,611,720 square feet in area, potential market value may be estimated to be in the range from a low of $80,000,000 (approx.) to a high of $805,900,000. If the land were valued at the $750 per square foot of the most expensive CBD property cited above, the value estimate for Allen Parkway Village could be $1.208,800,000. Because the Houston real estate market is depressed currently, land prices are now at lower levels than during the period 1978 - 1983, and it may be expected that the downward pressure on the market will continue in response to the oversupply of office space in Houston.

Criticism of the expected disposition of the project property has been directed at the possibility of an unrealistically low selling price for project land. This criticism, in addition to the wide range of land values and the depressed real estate market in Houston, suggest that the valuation process should be carried out in the most careful and open manner.

CONCLUSIONS

Displacement - Relocation

1. The displacement of nearly 2,000 low-income tenants from Allen Parkway Village will have a substantial and significant impact on the general neighborhood, on the persons displaced, on receiving neighborhoods, and on the PHA's housing resources.

2. The HACH does not have available sufficient dwelling units for displaced persons, and the private market cannot provide affordable housing required by the persons to be displaced.

3.

4.

Real Estate

1. The possible change of use at the Allen Parkway Village location will have a major and substantial impact on the area, an impact which will affect real estate sales, retail trade operations, transportation, housing, water, sewer, and other utilities, and the relationship between the Allen Parkway Village neighborhood and adjoining areas.

December 19, 1984

John Dav

John Davis
Relocation and Real Estate Officer
Fort Worth Regional Office

U.S. Department of Housing and Urban Development
Houston Office, Region VI
Suite 300
2211 Norfolk
Houston, Texas 77098-4096

December 13, 1984

MEMORANDUM FOR: I. J. Ramsbottom, Regional Environmental Clearance Officer

FROM: Antonio Hernandez, Subdivision Appraiser

SUBJECT: Allen Parkway Village Appraisal

The attached comparables reflect the highest and best use for this subject property is for high-rise office buildings. Current market conditions for office space has recessed due to the overbuilt situation. However, the transitional changes in the area are from residential to commercial.

The attached comparables reflect the land use change, the market values of sites along Allen Parkway and comparable neighborhoods in similar transitional changes.

The time allowed to prepare this site analysis was not sufficient to conduct a more refined appraisal which is needed. The value range reached is based on two primary suppositions: (1) All offsite improvements necessary for high-rise development exist or will exist and (2) the demand for office space will increase to support future development.

The subject site is located in a close proximity to the Central Business District. This location plays an important factor in locating sites for high-rise development.

The market price is influenced by the economic feasibility. Consideration must be given to the extensive holding cost, current building activities which affect future demand, and current vacancy and rental rates.

In an overbuilt situation, developers are not as anxious to purchase property for future development; thus property values will be lower than if market conditions warrant immediate construction.

Currently, there is more than sufficient office space available in Houston; therefore, it is projected the subject site will be purchased for future development. Another condition which affects the sale of commercial properties in the downtown area is the size of the property.

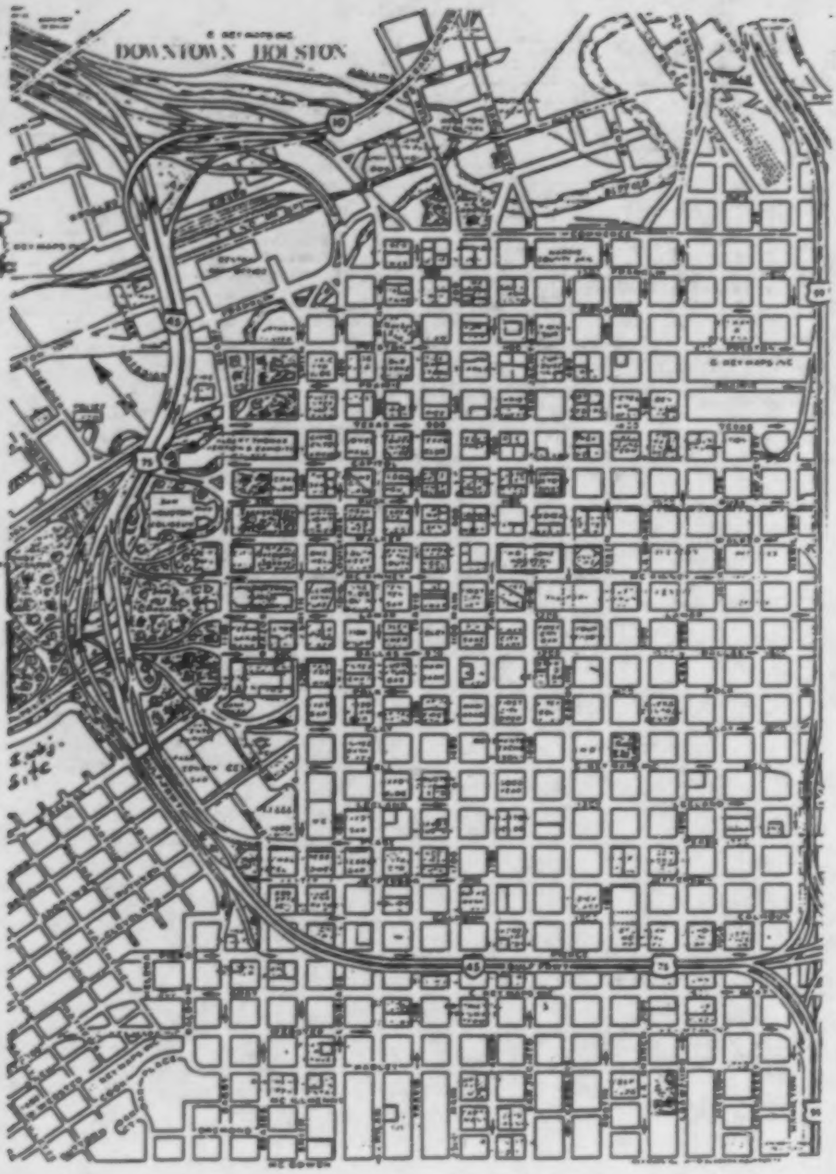
EXHIBIT 15

A smaller tract of land in a high-density area does not allow the flexibility of building design or site layout. A large tract such as the subject does allow for a vast variety of site design. The flexibility of site design offered by the size of the subject, its location to the central business district, and the transitional change, makes this site more attractive to developers than those currently listed for sale.

Based on the location, size, the above-mentioned factors, attached comparables and exhibits, the estimated value would be between $60.00 to $70.00 per square foot. This value range is based on the subject being sold to a single buyer or a consortium.

Attachments

Keymap 493


DOWNTOWN HOUSTON
Subj. site
45
75
10
59

COMPARABLES

HOUSTON I. O.
LAND SALES DATA FORM

1. Location Allen Parkway
& TRELL
2. Legal Description [illegible]
[illegible] Sur.
Block 3-R4, 5a
3. Source
4. Public Records
5. Buyer Listed
6. Seller Allen [illegible]
7. DATE OF SALE Listed
8. Zoning n/a
9. No. of Units Permitted —
10. No. of Units Permitted Per Acre —
11. Site Dimensions: Front 200 Depth 200

12. SITE AREA SQ. FT. 43560
13. Site Area Acres 1 ac
14. Placement Code No.
15. Gross Sale Price $2,178,000
16. Plus Assessments 0
17. Total Sales Price $2178,000
18. Terms of Sale negotiable
19. SALES PRICE PER SQ. FT. 50
20. Sales Price Per Unit
21. Sales Price Per Acre 2,178,000
22. Off-Site Costs —
23. Net Demolition —
24. Est. Excess Land Imprv. Cost —
[illegible]
25. Cost Fully Improved
26. Cost PLU Fully Improved —
27. Real Estate Tax Assessment —

	Adequate Utilities at Site	Yes	No	Unknown	Distance to Site	Cost to Bring Utilities to Site
28.	Water	✓	—			
29.	Sewer	✓	—			
30.	Gas	✓	—			
31.	Other	✓	—			

32. Type of Paving on Adjoining Road asphalt & Concrete
33. Remarks (include conditions causing adjustments)
site has 15,000± building - that seller say it not worth
any value. site also has warehouse still in use

LOCATION DIAGRAM:

Brief for 2264	Date	Sales Price		Size	Price PSF	
Address	S.L.O.	As Is	Fully Imp	Sq. Ft.	As Is	F.IMP

S____ L____ O____
Area____
Date____
Valuator____
SEQUENCE NO:____

CURRENT LISTINGS

I.D. No.	Map Key	Property Location	Land Size	Listing Price	Selling Agent	Additional Information
H241	493W 38B	1103 BONAR HARRIS TX	.00 AC 7500.00 SF	$ 165000.00 T	JOHN DOUGLAS & ASSOCS. 529-6400	EFFECTIVELY VACANT BUILDING TO BE MOVED PRIME LOCATION FOR SMALL RETAIL
H170	493P 38B	3 BLKS SO OF I45 IN CENTRAL BUS. DISTRICT HARRIS TX	7.82 AC .00 SF	$ 25.00 S	JAS W THOMPSON REALTY SERVICE GROUP 751-2190	RAW LAND - UNIMPROVED FOR INVESTMENT
H240	493P 38B	91 DENNIS HOUSTON, TX HARRIS TX	.00 AC 24076.00 SF	$ 447000.00 T	JOHN DOUGLAS & ASSOCIATES 3509 MT VERNON 529-6400	EFFECTIVELY VACANT 3900 OFFICE/SHOWROOM NEAR TOWN LOCATION
H171	493Q 38B	BLKS BOUNDED BY PIERCE, TRAVIS, CALHOUN & MILAM HARRIS TX	1.45 AC .00 SF	$ 175.00 S	CARL M. TRIOLA REALTY SERVICES GROUP, INC. 751-2190	RAW LAND EFFECTIVELY VACANT IMPROVEMENTS REMOVEABLE
H029	493V 38C	3130 GRAY ATO 2108 NETTLETON HARRIS TX	.28 AC .00 SF	$ 7.50 S	LAGUARTA,GAVREL & KIRK GARY HENSLEY 622-2200	RAW LAND $90,000 TOTAL PRICE
H100	495V 38D	HOUSTON SHIP CHANNEL, ADJ TO BELTWAY IN JACINTOPORT HARRIS TX	157.49 AC .00 SF	$ .40 S	THE HORNE CO. B. KELLEY PARKER 224-5995	RAW LAND 2,756,345. @ 12% W/10 YR AMORT. - 6 YR. BALLOON
H101	500F 34	5600 DECKER DR. S.H. 330 HARRIS TX	1.99 AC .00 SF	$ 1.50 S	THE HORNE CO. B. KELLEY PARKER 224-5595	RAW LAND-LG F ONTAGE ON SH 330 PARTIAL UTILITIES AVAILABLE.
H036	501 24	2800 N ALEXANDER, FM 146 HARRIS TX	7.07 AC .00 SF	$ 1.95 S	MOSS KAZEROONIAN 978-7273	RAW LAND 20-25% DOWN; 2-3 YR. INT., 3-4 P&I
H027	501F 34	NORTH RIDGE & FM 1484 HARRIS TX	3.00 AC .00 SF	$ 37500.00 T	MOSS KAZEROONIAN 978-7273	RAW LAND GOOD FOR HOUSING $14,000/AC IF SOLD SEPARATELY
H017	527 36	ADDICKS CLODINE (MAJOR RD'SO ST IN MISSION BEND HARRIS TX	4.18 AC .00 SF	$ 3.95 S	BLUME INVESTMENTS STEVE BLUME 870-0415	RAW LAND-PRIME COM- MERCIAL RES UD UTLTS 1 TRACK FROM NEW BISSONNET-SUPER TRMS
H007	527B 36	S/S WESTHEIMER, 1 MI W HWY 6 & WEST OAKS MALL HARRIS TX	39.22 AC .00 SF	$ 3.00 S	BEN BERGERON 871-0300	RAW LAND-UNRESTRICTED UTLS PROVIDED BY MUD 347 493 FF ON WESTPARK ROW
H118	527B 36	SW/C BELLAIRE BLVD. & ADDICKS CLODINE HARRIS TX	2.69 AC .00 SF	$ 7.50 S	BLUME INVESTMENTS STEVE BLUME 870-0415	RAW LAND 7.50/SF CASH: 8.00/SF TERMS. PRIME CORNER M.D. UTILITIES
H088	527F 35	17000 ALIEF-CLODINE RD. HARRIS TX	84.78 AC .00 SF	$ .96 S	LAGUARTA,GAVREL & KIRK, HONIG- BLUM; BERGERON 622-2300	RAW LAND $3,560,802 TOTAL PRICE
H223	527F 35	MISSION BEND; BELLAIRE BTWN PASO DEL SOL/NAVIDAD HARRIS TX	2.90 AC .00 SF	$ 4.50 S	TIM O'FATHRY SOUTHERN GENERAL LAND 995-1300	RAW LAND; IDEAL FOR TOWNHOME, CONDO. OR 4-PLEX; 25 UPA'S IN MISSION BEND.
H201	527G 35	NE CRNER ADDICKS CLODINE & RIVER GROVE ROAD HARRIS TX	4.19 AC .00 SF	$ 4.75 S	JIM WALLACE BLUME INVSTMTS. 870-0415	RAW LAND IN MISSION GLEN 4.75/SF TERMS
H190	527G 35	BELLAIRE BLVD. AND ADDICKS CLODINE ROAD HARRIS TX	.50 AC .00 SF	$ 6.50 S	JIM WALLACE BLUME INV. 2000 S DAIRY ASHFORD HOU 870-0615	RAW LAND TERMS CASH

I.D. No.	Map Key	Property Location	Land Size	Listing Price	Selling Agent	Additional Information
H147	480T 36	WEST BELT & WEST LITTLE YORK HARRIS TX	12.13 AC .00 SF	$ 3.30 S	R R KAZEROONIAN 978-7373	RAW LAND 1982' ON W. BELT 300' ON W LITTLEYORK
H173	480T 29	2000'S [illegible] ON BELT ADJ [illegible] HARRIS TX	3.42 AC .00 SF	$ 3.50 S	CENTURY 21 - LAKESIDE DAVID [illegible] 780-7323	RAW LAND-[illegible] [illegible] [illegible] [illegible]
H166	480T 36	OFF WESTHEIMER EAST OF HWY 6 HARRIS TX	3.45 AC .00 SF	$ 3.25 S	[illegible] 978-7373	RAW LAND EXCELLENT INVESTMENT
H209	489P	WEST SIDE HILLCREST AT SANDY SPRINGS DRIVE HARRIS TX	5.25 AC .00 SF	$ 24.50 S	COMMERCIAL LAND INVST. INTL. 467-4609	RAW LAND; 1ST TIME OFFERED, UNRESTRICTED HIGH DENSITY UTILITIES
H306	492R 38B	200' FT [illegible] DR. AT INDIANA & [illegible] AVE. HARRIS TX	.00 AC 11750.00 SF	$ 217375.00 T	GEORGE B JONES TAMMY [illegible] 961-4131	6 TOWNHOUSE PERMITS 1,794SF HOUSE AT 2401 INDIANA INCLUDED CASH
H241	493N 38B	1103 [illegible] HARRIS TX	.00 AC 7500.00 SF	$ 165000.00 T	JOHN DOUGLAS & ASSOCS. 529-6400	EFFECTIVELY VACANT BUILDING TO BE RAZED PRIME LOCATION FOR SMALL RETAIL
H240	493P 38B	91 DE[illegible] HOUSTON, TX HARRIS TX	.00 AC 24806.00 SF	$ 467000.00 T	JOHN DOUGLAS & ASSOCIATES 3049 ST VERNON 529-6400	EFFECTIVELY VACANT 3500 OFFICE/SHOWROOM NEAR TOWN LOCATION
H170	493P 38B	3 BLKS [illegible] OF I45 IN CENTRAL BUS. DISTRICT HARRIS TX	7.82 AC .00 SF	$ 25.00 S	JAS O THOMPSON REALTY SERVICE GROUP 751-2190	RAW LAND - UNIMPROVED FOR INVESTMENT
H171	493Q 38B	BLKS BOUNDED BY PIERCE, TRAVIS, CALHOUN & MILAM HARRIS TX	1.40 AC .00 SF	$ 175.00 S	CARL H. TRIOLA REALTY SERVICES, GROUP, INC. 751-2190	RAW LAND EFFECTIVELY VACANT IMPROVEMENTS REMOVEABLE
H039	493U 38C	3130 [illegible] KETTLETON HARRIS TX	.28 AC .00 SF	$ 7.50 S	LAUGHLIN/[illegible] & [illegible] [illegible] REALTY 422-2200	RAW LAND $90,000 TOTAL PRICE
H100	495U 38D	HOUSTON SHIP CHANNEL, ADJ TO BELTWAY IN JACINTOPORT HARRIS TX	237.49 AC .00 SF	$ .40 S	THE [illegible] CO. B. KELLEY PARKER 224-5990	RAW LAND 2,736,143 @ 12/ 8/30 YR [illegible] - 6 YR. BALLOON
H101	500F 34	5600 [illegible] DR. S.H. 330 HARRIS TX	1.59 AC .00 SF	$ 1.50 S	THE [illegible] CO. B. KELLEY PARKER 224-5990	RAW LAND-[illegible] FRONTAGE ON SH 330 PARTIAL UTILITIES AVAILABLE.
H026	501 34	2000 N ALEXANDER, FM 1942 HARRIS TX	7.07 AC .00 SF	$ 1.95 S	REZA KAZEROONIAN 978-7373	RAW LAND 20-25% DOWN, 2-3 YR [illegible], 3-4 PCT
H027	501F 34	NORTH RIDGE & FM 1405 HARRIS TX	3.00 AC .00 SF	$ 37500.00 T	REZA KAZEROONIAN 978-7373	RAW LAND GOOD FOR HOUSING $14,000/AC IF SOLD SEPARATELY
H117	527 36	ADDICKS CLODINE CORNER NO/SO ST ON MISSION BEND HARRIS TX	4.18 AC .00 SF	$ 3.95 S	BLUME INVESTMENTS STEVE BLUME 879-0433	RAW LAND-PRIME COM- MERCIAL [illegible] 1 TRACT FROM [illegible] [illegible]
H007	527B 36	S/S WESTHEIMER, 1 MI W HWY 6 & WEST RANCH MALL HARRIS TX	39.22 AC .00 SF	$ 3.00 S	[illegible] 871-0300	RAW LAND-[illegible] UTLS PROVIDED [illegible] [illegible] [illegible]

LAND SALES IN AREA

RAW LAND

I.D. NO.	MAP KEY	PROPERTY LOCATION	LAND SIZE	LISTING PRICE	SELLING AGENT	ADDITIONAL INFORMATION
[illegible]	[illegible] 20	2000'S WESTHEIMER ON POLK ADJ FREEWAY [illegible] HARRIS TX	3.454AC 0.000SF	$3.00 S	CENTURY 21 LAKESIDE DAVID MACLENNAN 780-7233	RAW LAND-$90,000.00 ASSUMABLE NOTE AT 10% INTEREST, POSSIBLE OWNER FINANCE
[illegible]	[illegible] 20	WEST BELT W WEST LITTLE YORK HARRIS TX	13.164AC 0.000SF	$3.50 S	[illegible] 978-7272	RAW LAND 1061' ON W. BELT 800' ON W LITTLEYORK
[illegible]	[illegible] 20	2000'S WESTHEIMER ON POLK ADJ FREEWAY [illegible] HARRIS TX	3.434AC 0.000SF.	$2.00 S	CENTURY 21 - LAKESIDE DAVID MACLENNAN 780-7233	RAW LAND-ASSUME 1ST ONLY NOTE 4 YRS @ 10% THEN AMORTIZE $342,000 [illegible]
[illegible]	[illegible] 20	[illegible] WESTHEIMER EAST OF HWY 6 HARRIS TX	3.454AC 0.000SF	$3.35 S	[illegible] 978-7270	RAW LAND EXCELLENT INVESTMENT
[illegible]	[illegible]	WEST SIDE HILLCREST AT SANDY SPRINGS DRIVE HARRIS TX	5.354AC 0.000SF	$14.00 S	COMMERCIAL LAND INVST. INTL. 467-9660	RAW LAND; 1ST TIME OFFERED, UNRESTRICTED HIGH DENSITY UTILITIES
[illegible]	[illegible] 20	[illegible] STREET HARRIS TX	1.000AC 0.000SF	$3.75 S	APPELT,RICKS & WOMACK J.A.MILLER 222-2111	EXISTING HOUSE TO BE MOVED
[illegible]	[illegible] 20	[illegible] RD HARRIS TX	4.614AC 0.000SF	$[illegible].00 T	APPELT,RICKS & WOMACK 222-2111	
[illegible]	[illegible] 20	[illegible] AT BERING HARRIS TX	1.714AC 0.000SF	$42.00 S	APPELT,RICKS & WOMACK BOB PARSLEY 222-2111	PRIME CORNER LOCATION, IN HEART OF GALLERIA AREA
[illegible]	[illegible] 212	[illegible] HARRIS TX	7.134AC 0.000SF	$7.75 S	APPELT,RICKS & WOMACK C.RICKS 222-2111	OWNER WILL LEASE 35,000 SF ON MUTUALLY ACCEPTABLE TERMS
[illegible]	[illegible] 264	BUFFALO SPEEDWAY; [illegible] OF SOUTHWEST FREEWAY HARRIS TX	17.854AC 0.000SF	$43.00 S	CHARTER FINANCIAL JERRY [illegible] 621-1461	UTILITIES
[illegible]	[illegible] 264	[illegible] HARRIS TX	0.554AC 0.000SF	$[illegible].00 T	APPELT,RICKS & WOMACK DON GARLAND 222-2111	HIGH VISIBILITY,COM. LOCATION,IDEAL FOR BANK OR SAL DRIVE IN GOOD HIGH TRAFFIC
[illegible]	[illegible] 267	FRONTING JACKSON,FRANKLIN COMMERCE & [illegible] HARRIS TX	0.000AC 62900.000SF	$30.00 S	HOWARD CHEN BOBBY LO 780-7700	$[illegible] DOWN,BAL. OVER SEVERAL YEARS ONE CITY BLOCK
[illegible]	[illegible] 268	[illegible] HARRIS TX	0.000AC 7500.000SF	$[illegible].00 T	JOHN DOUGLAS & ASSOCS. 529-6400	EFFECTIVELY VACANT BUILDING TO BE MOVED PRIME LOCATION FOR SMALL RETAIL
[illegible]	[illegible] 268	3 BLKS [illegible] IN CENTRAL BUS. DISTRICT HARRIS TX	7.334AC 0.000SF	$35.00 S	[illegible] REALTY SERVICE GROUP 751-2100	RAW LAND - UNIMPROVED FOR INVESTMENT
[illegible]	[illegible] 268	[illegible] HOUSTON, TX HARRIS TX	0.000AC 24076.000SF	$[illegible].00 T	JOHN DOUGLAS & ASSOCIATES [illegible] 529-6400	EFFECTIVELY VACANT [illegible] OFFICE/SHOWROOM [illegible] LOCATION
[illegible]	[illegible] 268	[illegible] BOUNDED BY PIERCE, TRAVIS, CALHOUN & MILAM HARRIS TX	1.454AC 0.000SF	$175.00 S	CARL E. [illegible] REALTY SERVICES GROUP, INC. 751-2100	RAW LAND EFFECTIVELY VACANT IMPROVEMENTS REMOVEABLE
[illegible]	[illegible] 268	[illegible] TRAVIS,PIERCE & MILAM HARRIS TX	0.000AC 37207.000SF	$175.00 S	HOWARD CHEN BOBBY LO 780-9070	20% DWN,BALANCE OVER SEVERAL YEARS,PRIME [illegible] SITE,ADJ. SITES CAN BE PURCH.
[illegible]	[illegible] 268	FRONTING [illegible],CRAWFORD & LA BRANCH HARRIS TX	0.000AC 37500.000SF	$75.00 S	HOWARD CHEN BOBBY LO 780-9070	20% DOWN,BAL OVER SEVERAL YRS,3 BLKS [illegible] OF THE [illegible] PROP. CONVENTION CENTER

RAW LAND

I.D. NO.	MAP KEY	PROPERTY LOCATION	LAND SIZE	LISTING PRICE	SELLING AGENT	ADDITIONAL INFORMATION
[illegible]	[illegible]	NWC OF RUSK & CRAWFORD HARRIS TX	0.00AC 7500.00SF	$100.00 S	HOWARD CHEN BOBBY LO 789-7790	30% DOWN,BAL.OVER SEVERAL YRS,DIRECTLY ACROSS FROM HST CTR & PROP.CONVENTION CT
[illegible]	[illegible]	FRONTING CAPITOL,RUSK & JACKSON HARRIS TX	0.00AC 31250.00SF	$175.00 S	HOWARD CHEN BOBBY LO 789-7790	$1,640,625 DOWN,BAL OVER SEV.YRS,CAN BE PURCH.IN 2 SEP TRTS HAS UTIL FOR 300 RMS
[illegible]	[illegible]	FRONTING CHENEVERT,PRESTON,CONGRESS HARRIS TX	0.00AC 20000.00SF	$35.00 S	HOWARD CHEN BOBBY LO 789-9970	30% DOWN,BALANCE OVER SEV.YRS,INVEST. PROPERTY
[illegible]	[illegible]	1130 WEST ALABAMA HARRIS TX	0.00AC 13000.00SF	$285000.00 T 21.759	APPELY,RICKS & MONACK BOB PARSLEY 222-2111	EXCELLENT FOR SMALL STRIP CTR,CONDOS,OFC BLDG; CORNER WITH A LOT OF ACCESS
[illegible]	[illegible]	810 TRAVIS HARRIS TX	0.00AC 3100.00SF	[illegible].00 T	BURSTEAD PROP. BILL BURSTEAD 367-0000	TERMS: NEGOTIABLE 2 STORY BRICK HOUSE
[illegible]	[illegible]	WESTMORELAND AT BURLINGTON HARRIS TX	0.00AC 40027.50SF	$893750.00 T 21,86	APPELY,RICKS & MONACK BOB PARSLEY 222-2111	6 LOTS IN MONTROSE AREA, IDEAL FOR TOWNHOMES
[illegible]	[illegible]	FRONTING WEBSTER,LABRANCH GRAY & AUSTIN STREETS HARRIS TX	0.00AC 52500.00SF	$30.00 S	HOWARD CHEN BOBBY LO 789-7790	30% DOWN,BALANCE OVER SEVERAL YERAS ACROSS FROM ST. JOSEPH MED.COMPLEX
[illegible]	[illegible]	NWC ELGIN & LA BRANCH HARRIS TX	0.00AC 10000.00SF	$21.00 S	HOWARD CHEN BOBBY LO 789-7790	100,000 DOWN,BALANCE OVER SEVERAL YEARS INVESTMENT PROPERTY
[illegible]	[illegible]	SW/C ELGIN & JACKSON HARRIS TX	0.35AC 16261.00SF	$16.00 S	HOWARD CHEN BOBBY LO 789-7790	30% DOWN,BALANCE OVER SEVERAL YEARS INVESTMENT PROPERTY
[illegible]	[illegible]	2130 GRAY TO 2108 HETTLETON HARRIS TX	0.34AC 0.00SF	$7.50 S	LAGUARTA,GAVREL & KIRK GARY HENSLEY 622-2200	RAW LAND $90,000 TOTAL PRICE
[illegible]	[illegible]	702-706 RICHMOND AT GREELEY HARRIS TX	0.00AC 11100.00SF	$325000.00 T	APPELY,RICKS & MONACK B.PARSLEY 222-2111	EXCELLENT FOR STRIP CTR OR OFC BLDG; PRESENT-2 BLDGS,WILL MOVE W/I 60 DAYS
[illegible]	[illegible]	3000 BLOCK NAVIGATION HARRIS TX	4.79AC 0.00SF	$[illegible]971.00 T	[illegible] CO. HAROLD FROEHLICH 961-[illegible]	MANUFACTURING OR DISTRIBUTION AREA WITH GOOD ACCESS TO INSIDE VIA LOCKWOOD
[illegible]	[illegible]	BUFFALO BAYOU WEST OF LOCKWOOD HARRIS TX	13.78AC 0.00SF	$1.50 S	APPELY,RICKS & MONACK J.A.MULLER 222-2111	640 FT FRONTAGE ON BUFFALO BAYOU
[illegible]	[illegible]	HARRIS TX	0.00AC 90000.00SF	$[illegible]0000.00 T	BURSTEAD PROP. BILL BURSTEAD 367-0000	TERMS: NEGOTIABLE HAS 16,900 SF BLDG & 46,000 SF LAND, NEXT TO PROP.METRO
[illegible]	[illegible]	HOUSTON SHIP CHANNEL, ADJ TO BELTWAY IN JACINTOPORT HARRIS TX	157.49AC 0.00SF	$0.40 S	THE [illegible] CO. B. KELLEY PARKER 224-9990	RAW LAND 2,7[illegible],[illegible]. @ 12% W/10 YR AMORT - 6 YR. BALLOON
[illegible]	[illegible]	1010 [illegible]; 1010 E AT MAXEY RD HARRIS TX	1.83AC 0.00SF	$[illegible]425.00 T	APPELY,RICKS & MONACK C.RICKS 222-2111	LAND NORTH AVAILABLE FOR EXPANSION
[illegible]	[illegible]	IH 10 E (11000 BLOCK) MERCURY AT [illegible] HARRIS TX	1.87AC 0.00SF	$[illegible]565.00 T	APPELY,RICKS & MONACK C.RICKS 222-2111	EXCELLENT FOR RESTAURANT OR HIGH COMM. USE
[illegible]	[illegible]	IH 10 E AT EAST BELT HARRIS TX	9.15AC 0.00SF	$[illegible]000.00 T	APPELY,RICKS & MONACK 222-2111	PARCEL A-4.04 AC @ $3.00/SF PARCEL B-5.11 AC @ $1.90/SF

SALE NO. MAP KEY FILE DATE FILE CODE	LOCATION DATE OF SIGNATURE	LAND AREA PROPERTY LEGAL DESCRIPTION EASEMENTS	IMPROVEMENTS PURPOSE AND/OR PROPOSED USE	NOTES: AND/OR DEED OF TRUST	GRANTOR TITLE CO. GF #	GRANTEE BROKER
247 488X 28 09/14/84 094-08-1981 CENSUS: 438.06	APPROX. 1750 FT S OF RICHMOND & 2375 FT E OF WESTHOLLOW DS:08/29/84	3.11AC .00AC .00SF .00SF JOEL WHEATON SUR A.80	RAW LAND	EX:$0 $10.00 OVC	NEWMAN,EDWARD I. 12345 JONES RD CITY 77070	HALL,WAYNE 2014 ROUND LAKE CITY 77077
248 488X 28 09/14/84 094-08-1984 CENSUS: 438.06	APPROX. 1750 FT S OF RICHMOND & 2375 FT E OF WEST HOLLOW DS:08/29/84	3.11AC .00AC .00SF .00SF JOEL WHEATON SUR A.80	RAW LAND SEE RESALE (094-08-1981)	EX:$10000 GTR	TRIAD INVESTMENTS 2722 TALBOT CITY 77008	NEWMAN,EDWARD I. 12345 JONES RD. CITY 77070
249 491K 30 09/24/84 093-83-1917 CENSUS: 422.02	SE/C WOODWAY (290 FF) & BERING (102 FF) DS:09/21/84	1.67AC .00AC .00SF .00SF PT LT 49,POST OAK GARDENS; CHARLES SAGE SUR	RAW LAND	EX:$0 $10.00 OVC	WOODWAY PLACE DEV LTD (ROBERT BLAND) 4544 POST OAK PL CITY 77027 629-4210 TX WESTERN TITLE	GOULDING,RICK D. TR. 2543 SAGEBRUSH LN SUGARLAND-77479 980-4030
250 493D 31E 09/11/84 094-83-0113 CENSUS: 514.01	NW/C N.7TH ST (287 FF) & DOROTHY (558 FF) W/FF E/S N. SHEPHERD DS:09/07/84	4.00AC .00AC .00SF .00SF JOHN AUSTIN SUR A.1	RAW LAND	EX:$350000 GTR	HOOD PROPERTIES INC.	TOMMIE VAUGHN MOTORS,INC. P.O.BOX 7495 CITY 77248 869-4461
251 493H 31E [illegible] 093-93-1752 CENSUS: 514.00	NW/C KOEHLER (677FF) & YALE (202 FF) W/ 322 FF E/S BASS ST. DS:08/24/84	4.61AC .00AC .00SF .00SF PT BLK 325 HOUSTON HEIGHTS J.AUSTIN SUR A.1	EFFECTIVELY VACANT LAND	EX:$635000 GTR PH 10/4/94	JOHNSON,T.E. ETUX TRS; LOULA BESS BURCH OWENS TR.	HUNT,DON ETUX 8716 BUNNINGHAM CITY 77055
252 492A 31F 08/30/84 093-80-0866 CENSUS: 506.01	S/S E.8TH (262 FF) APPROX. 100 FT E OF OXFORD DS:08/29/84	1.91AC .00AC .00SF .00SF LTS 1,2,3,4,14,15,16 BLK 294 HOUSTON HEIGHTS AND PT BLK 81 STUDES 2ND ADDN	EFFECTIVELY VACANT	EX:$0 ASSUMPTION OF: $479,429 DTD 11/83 $700,384 DTD 6/84	EVOL CORP.	EIGHTH DEVELOPMNT C/O REID WILSON COVINGTON & REESE 1700 W.LOOP S STW 1100;871-9400 CITY 77027
253 493U 28C 09/25/84 095-85-2117 CENSUS: 300.24	S/S WEBSTER (90 FF) 100 FT E OF CHENEVERT DS:09/25/84	.00AC .00AC 4750.00SF .00SF LT 11,BLK 481 S.S.B.B.	RAW LAND	EX:$105000 GTR	CRAMNER,WILLIAM R 9902 BALMFORTH CITY 77096	WIGGINS,BILL D.TR 2424 HAMILTON STE 100 CITY 77004 650-0068
254 500A 36 09/26/84 095-86-2200 CENSUS: 253.00	SW/S DECKER (366 FF) APPROX. 960 FT N OF CRESTWAY DS:09/10/84	19.01AC .00AC .00SF .00SF NATHANIEL LYNCH SUR A.44	RAW LAND	EX:$0 $10.00 OVC	BERWICK,FLORENCE MAYO,BEATRIX T. COAST PROPERTIES ET AL NE OF SW BLDG 651-5151 COMMERCE TITLE	GILBREATH,WESLEY SR. 18 S.HICKORY SHADOWS CITY 77055 461-4013
255 500Z 41 09/06/84 093-93-1963 CENSUS: 254.00	NE/C LYNCHBURG (700 FF) & AIRHART DR(950 FF) W/900 FF W/S LOOP 201 DS:08/31/84	14.28AC .00AC .00SF .00SF WILLIAM SCOTT UPPER A.66	RAW LAND	EX:$0 $10.00 OVC	WRIGHT,MALLEY; BUSCH,R.D. & MAR-BLEX JR TRS & UNITED METHODIST TMOTH TX ANNUAL CONFERENCE BAY TITLE	CITY OF BAYTOWN 2407 MARKET ST BAYTOWN,TX 77522 427-7477
256 501N 36 09/13/84 094-86-0700 CENSUS: 348.00	N/S BARKALOO RD (309 FF) 210 FT E OF LYNCHBURG CEDAR BAYOU RD DS:09/03/84	3.30AC .00AC .00SF .00SF M.F.GILLETTE SURVEY A.297	RAW LAND	EX:$0 $10.00 OVC	JACK SAUNDERS BUILDERS,INC. 5627 BARKALOO RD BAYTOWN,TX 77521 428-1578 65409 EN	HOLZAEPFEL,STAN (TR.) P.O.BOX 638 BAYTOWN 77522 (MAGNUM PROPERTIES) 427-1657

RAW LAND

SALE NO. MAP KEY FILE DATE FILE CODE	LOCATION DATE OF SIGNATURE	LAND AREA PROPERTY LEGAL DESCRIPTION EASEMENTS	IMPROVEMENTS PURPOSE AND/OR PROPOSED USE	NOTES: AND/OR DEED OF TRUST	GRANTOR TITLE CO. GF #	GRANTEE BROKER
344 493H 31F 08/15/84 091-89-1812 CENSUS: 502.00	NW/C PROVIDENCE (195 FF) & HARDY (100 FF) DS:08/10/84	.00AC .00AC 18199.00SF.00SF PT.LTS.1,2,LTS.11,12 BLK.26,S.F.NOBLES ADDN.	RAW LAND WITH UTILITIES FOR SALE	EX:$0 ASSUMPTION OF $19,677 11/21/79 $32,000 03/09/81	PETLEY,RALPH D. ET UX 1400 ROTHWELL CITY 77002 225-1364	ALLIED ADDICKS B P.O.BOX 219009 CITY 77218 GERALD MANGUM 493-5800
345 494R 38D 08/09/84 090-00-2121 CENSUS: 311.00	NW/C AVE S (75FF) & 67TH (100FF) DS:08/07/84	.00AC .00AC 7500.00SF .00SF LTS.1-3,BLK.185 CENTRAL PARK	VACANT LAND FORECLOSURE	EX:$0 HIGHEST BID $10,486	ALONSO BROS,INC.	DIVERSIFIED,INC. 815 HAWTHORNE CITY 77006
346 495F 31N 08/16/84 091-92-1025 CENSUS: 210.01	N/S PORTWALL ST (100FF) APPRX. 388FT S OF HWY 59,W/ 100FF E/S ALEEN ST DS:08/14/84	1.88AC .00AC .00SF .00SF PT.LT.16,GLENDALE SUBD.,JOHN BROWN SURVEY A.8	RAW LAND	EX:$0 $10.00 OVC	ALEEN CORP. WM.P.COLHOUR 737 ALEEN CITY 77029 675-0921	SOUTHWEST GALVAN-IZING,INC. 737 ALEEN ST CITY 77029 675-0921
347 495F 31N 08/15/84 091-90-2326 CENSUS: 210.01	SW/C IH 10 (870FF) & PORTWALL (388FF) W/ 488FF E/S ALEEN DS:08/14/84	8.90AC .00AC .00SF .00SF PT.LTS.14,16,GLEN-DALE SUBD.,JOHN BROWN SUR.A.8	RAW LAND	EX:$0 $10.00 OVC	ALEEN CORP. WM.P.COLHOUR 737 ALEEN CITY 77029 675-0921 COMMERCE TITLE 84-6-185	ANHEUSER BUSCH INC. 2401 FOUNTAINVIEW STE.222 CITY 77057 266-4118
348 495J 31N 08/27/84 092-92-1796 CENSUS: 202.00	SE/C TUCK (50FF) & HARBOR (150 FF) DS:08/27/84	.00AC .00AC 7500.00SF .00SF LTS.1,2,ADJ.N 1/2 LT 19,20,BLK.111 HOUSTON HARBOR ADDN.	EFFECTIVELY VACANT	EX:$0 $10.00 OVC	GENERAL METALS MACHINE SHOP,INC. DAVE LEE 7330 PALESTINE CITY 77020 674-1850 145073 LS	CHURCH OF BETHAN-IA ASSEMBLIES OF GOD,INC. 2137 CAMPBELL CITY 77080
349 495V 39 08/13/84 091-84-0826 CENSUS: 210.02	W/S CALLOWAY (100FF) 360FT N OF FIDELITY DS:08/08/84	.00AC .00AC 10000.00SF.00SF LTS.1-4,BLK.34 FIDELITY ADDN.	RAW LAND	EX:$0 $10.00 OVC	TYLER,PINKNEY 3910 W JEFFERSON LOS ANGELES,CA 90018 141609 PR	OUR LADY STAR OF THE SEA CATHOLIC CHURCH 1401 FIDELITY CITY 77029 674-9206
350 580H 36 08/29/84 092-95-2433 CENSUS: 267.01	1)E/S VILLAGE LN (1482 FF) 120 FT N OF BAKER RD; 2) E/S HEMLOCK (150 FF) 700 FT N OF BAKER RD DS:12/09/83	16.75AC 6.27AC .00SF .00SF HARVEY WHITING LEAGE A.840	RAW LAND	EX:$0 $147,328.00 CASH	KINGSWAY FINANCE CORP TOM STEELE	HARRIS COUNTY
351 9010 42 08/29/84 092-96-2087 CENSUS: 267.02	S/S ROLLINGBROOK (638 FF) 1360 FT N OF NORTH MAIN DS:08/17/84	36.21AC .00AC .00SF .00SF HARVEY WHITING SUR. A.840 ESMT: 90 FT DR,100 FT DR,10 FT BL	RAW LAND	EX:$642005 GTR WM 8/17/96	S/C MGMT CO.NO.64 LTD DAVID WEAKEY JOE H. FOY GRAY M.MUZZY	ROLLINGBROOK ONE LTD 310 N.STERLING BAYTOWN,TX-77520 427-7517
352 901T 41 08/07/84 090-94-2387 CENSUS: 266.00	SE/S GARTH RD. (177FF) 416FT NE OF DECKER W/ 174FF NW/S MEMORIAL DS:08/07/84	3.68AC .00AC .00SF .00SF HARVEY WHITING SUR. A.840	RAW LAND FORECLOSURE	EX:$0 HIGHEST BID $195,000	BISHOP,JESSE F. ET UX 218 PENNSYLVANIA DENTON 76201	TX AMER.BK/HSTN N.A. 921 MAIN ST CITY 77252 759-2500
353 527N 36 08/10/84 091-81-2392 CENSUS: 437.01	ADJ. SW/C LINDITA DR (127FF) & VISTA DEL RANCHO DR.(117FF) DS:07/02/84	1.48AC .00AC .00SF .00SF PT.RES.E,BLK.3 MISSION GLEN EAST, SEC.1,H.T.& B.R.R. CO.SUR.A.416	RAW LAND	EX:$374910 GTR	GCI/MISSION BEND 1.5,LTD. 5718 WESTHEIMER ST.700 932-8100 CITY 77057 DANIEL SAENZ TEXAS AMERICAN 100-841336	HGI/LINDITA 1.5 LTD. 492 TN & COUNTRY VILLAGE CITY 77024 WES GROSS

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361 4902 37 07/25/84 089-07-2417 CENSUS: 423.04	ADJ. NW/C FAIRDALE LANE (297FF) & UNITY DR.(391FF) DS:07/19/84	2.80AC .00AC .00SF .00SF G/C/& S.F.R.R.CO. SURVEY A.997	RAW LAND	EX:$0 $1,943,170 CASH	STOCKARD,H.A.SR. CATO,JAN S. 888 HOUSTON NATURAL GAS BLDG. CITY 77002 651-1936 COMMONWEALTH L T 953116-7.8	UNITED STATES POSTAL SERVICE P.O.BOX 214529 DALLAS 75221-4529
362 493A 31E 07/06/84 087-90-1302 CENSUS: 516.01	APPROX. 1125m E OF N.LOOP NORTH & 875m N OF OLD KATY RD DS:06/29/84	4.00AC .00AC .00SF .00SF JOHN REINERMAN SUR. A.462 HLP,R/R,10mHA,20mAR	LAND IN INDUSTRIAL AREA	EX:$1305000 FIRST SOUTH SAVINGS PORT NECHES P.O. BOX 848 PORT NECHES,TX 77651	FIRST SOUTH SVGS ASSOC. P.O. BOX 848 PORT NECHES,TX 77651 FEDERAL TITLE	MC CONNELL, J.R. 777 POST OAK BLVD STE 404 HOUSTON,TX 77056 629-1410
363 493D 31E 07/18/84 088-94-0090 CENSUS: 514.01	E/S WAVERLY (46 FF) 200mS OF N.9TH ST. DS:07/17/84	.00AC .00AC 8712.00SF .00SF LTS.29,30,BLK.241 HOUSTON HEIGHTS	EFFECTIVELY VACANT LAND	EX:$0 $10.00 OVC	KLAFKA,LUKE ET UX 1723 LONE OAK RD CITY 77093 442-0497 GUARDIAN TITLE 95100HTH	BLOOM,M.D.(TR.)
364 492N 31E 06/29/84 086-96-0519 CENSUS: 401.01	NW/C WEST DALLAS (115FF) & WAUGH DR [illegible]F) DS:06/25/84	.00AC .00AC 23000.00SF.00SF LT.1-4,BLK.1 ROSEMONT	RAW LAND HOLDING FOR FUTURE DEVELOPMENT	EX:$640000 HEIGHTS SAV ASSN MM 06/01/86 P.O.BOX 7483 CITY 77008	KERR-MCGEE CORP. ET AL OKLAHOMA TICOR TITLE 267915005	KERR,A.C. DUNCAN,LOUIS E. 1915 COMMONWEALTH STE.100 CITY 77006 524-7936
365 492T 38A 07/13/84 088-85-0656 CENSUS: 407.01	SE/C KIPLING (240 FF) & SAINT (200 FF) W/300 FF N/S JOANEL DS:07/10/84	1.10AC .00AC .00SF .00SF LTS 1-10, BLK 3 AUDUBON PLACE	RAW LAND	EX:$1480000 WESTERN BANK-WESTHMR 5433 WESTHEIMER HOUSTON,TX 77056	ABOLALA SOUDAVAR	RIVER OAKS VILLAS LTD PARTNERSHIP 544 WESTHEIMER STE 1520 HOUSTON,TX 77056 TURAJ ETTEHADIEH
366 493A 31F 07/13/84 088-07-1098 CENSUS:- 906.01	E/S HEIGHTS BLVD (100 FF) 200m S OF E.10TH DS:06/26/84	.00AC .00AC 15000.00SF.00SF LT 19,20, BLK 230 HOUSTON HEIGHTS	EFFECTIVELY VACANT	EX:$780000 POST OAK BANK 2200 POST OAK BLVD HOUSTON,TX 77056	MC CONNELL,J.R.TR 777 POST OAK BLVD STE 401 HOUSTON,TX 77056	CALWOOD DEVELOPMENT CO.N.V. 4040 SW FREEWAY STE 120 HOUSTON,TX 77027 552-0207
367 492M 38B [illegible] 088-92-1330 CENSUS: 402.02	NE/C HYDE PARK (220 FF) AND MONTROSE(125 FF) W/130 FF N/S GRANT ST. DS:07/13/84	.00AC .00AC 27796.98SF.00SF LTS 3-6,S 29m LT 2,7 BLK 11,HYDE PARK	EFFECTIVELY VACANT	EX:$460000 TX COMMERCE BANK P.O.BOX 20768 HOUSTON,TX 77025	BURKITT FOUNDATION 2000 N LOOP SOUTH CITY 439-0149 FEDERAL TITLE 84-01684-6	MCCONNELL,J.R. 777 POST OAK BLVD STE 404 HOUSTON,TX 77056 629-1410
368 493T 38B [illegible] 089-91-2291 CENSUS: 300.24	W/C DREW (125 FF) & SAN JACINTO (100 FF) DS:07/18/84	.00AC .00AC 12500.00SF.00SF LTS.1,2,ADJ.1/2 LT. 10,BLK.2,OUTLOT 21 HOLMANS OUTLOTS	RAW LAND	EX:$146750 GTR	2715 J.V. STATEWIDE TITLE A3-703 PK	NOH,INKYU H.D.P.A (TR.) VAN HOANG,PAUL H. 190 N PARKER RD 2900 SAN JACINTO 692-0336
369 493U 38C [illegible] 087-00-1142 CENSUS: 300.24	S/C WEBSTER (40FF) & CHENEVERT (50FF) DS:07/10/84	.00AC .00AC 2000.00SF .00SF N 40m LT 10,BLK 401 S.S.B.B.	EFFECTIVELY VACANT	EX:$22100 GTR	WILSON,MARGARET H 5102 RIPPLEBROOK CITY 77045 433-7541	WIGGINS,BILL D. HINES,WALLY S. ALFORD,D.SHERMER 2424 HAMILTON STE 100 - 77004 650-0068
370 496E 32 06/27/84 086-91-1128 CENSUS: 212.00	S/S HWY 10 (474 FF) APPROX. 379m N OF HOLLAND DS:06/26/84	1.87AC .00AC .00SF .00SF C.MARTINEZ SURVEY A.545	RAW LAND	EX:$0 $10.00 OVC	VAN RIET,LIEVEN J (TR.) 5901 SAN JACINTO HOUSTON,TX 77002 652-0654 CHICAGO TITLE	PUBLIC STORAGE XI LTD. 990 S FARI OAKS PASADENA,CA 91109 (817-265-5547 MAIN OFC)

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353 [illegible] 31F 11/22/83 065-91-0093 CENSUS: 905.02	SE/C WASHINGTON (96FF) & LAKIN (134FF) DS: 11/15/83	.00AC .00AC .00SF .00SF LTS.6-9.BLK.1 BELLE PLAIN	RAW LAND	EX:$ 0 $10.00 OVC	SCHEFFLER,DON AMERICAN TITLE 364583PAD	SONNENBERG,THOMAS C.(TR.) C/O P.S.ARNOLD 3647 COLUMBIA CITY 77008 864-0194
354 493P 36B 12/12/83 067-87-2118 CENSUS: 402.02	NW/C MC GOWEN (50 FF) & BAILEY (100 FF) DS: 12/09/83	.00AC .00AC 5000.00SF .00SF LT.10,BL.78,H.R. BAKER ADDN.,S.S.B.B.	RAW LAND	EX:$ 0 ASSUMPTION OF $19,500 11/02/78	JOHNSTON,DOUGLAS R. ET UX HERITAGE TITLE 83-6648	MARTIN,MAURICE GRANT C. 5615 KIRBY DR STE.900 CITY 77005
~~355~~ 4930 36 12/12/83 067-87-0085 CENSUS: 121.00	N/C WALKER (151FF) & FANNIN (151FF) DS: 12/12/83	.00AC .00AC 24265.00SF .00SF LTS.3-5,PT.LTS.11,12 BLK.137,S.S.B.B.	RAW LAND HOLD FOR INVESTMENT	EX:$ 0 10.00 OVC 5657	TX AMER./HST,N.A. & TX EASTERN TRANSMISSION CORP H.R.DUSSLER,JR DENNIS L.GREER 759-3131 1,60 LAWYERS TITLE 5537-0388	WADSWORTH CENTRAL ASSOCIATES 1770 ST.JAMES PL. STE.610 CITY 77056 627-3810
356 [illegible] 36C 11/30/83 066-85-0361 CENSUS: 303.00	SW/C JEFFERSON (125FF) & HUTCHINS (250FF) W/ 125FF N/S CALHOUN DS: 11/30/83	.00AC .00AC 31250.00SF .00SF LTS.1-5,ADJ.E 1/2 LTS.11,12,BLK.373 S.S.B.B.	RAW LAND	EX:$ 395833 GTR	PAGODA THEATRE, INC. NEW YORK STEWART TITLE 83-101549	CHIN,ARTHUR CHIN,STEPHEN Y.Y. CHEN,VERNON B. 11530 SAGE CANYON CITY 77089 944-9730
357 494J 36C 12/15/83 067-94-1381 CENSUS: 302.00	NE/C MCKINNEY (151FF) & EASTWOOD (107FF) DS: 12/14/83	.35AC .00AC .00SF .00SF LTS.4,5,6,BLK.24 EASTWOOD ADDN. & LT.9,BLK.30 H.C.R.R ADD.NO.1,S.S.B.B.	EFFECTIVELY VACANT LAND	EX:$ 0 $10.00 OVC	LURIE,J.D. ET UX 3510 TIMBER CREEK CITY 77017 HOUSTON/S.FELIPE 83120091	HOUSTON I.S.D. 3830 RICHMOND CITY 77027 623-5440
358 495F 37H 11/28/83 065-00-0467 CENSUS: 209.00	NE/C IH 10 (397FF) & ALEEN ST.(532FF) APPROX. 484' N OF PORTWALL ST DS: 11/25/83	4.95AC .00AC .00SF .00SF PT.LTS.12,14 GLENDALE ADDN., JOHN BROWN SURVEY A.8	RAW LAND HOLD FOR DEVELOPMENT	EX:$ 650000 CAPITAL BANK,N.A.	GRIFFIN,DAVID M. 139304	GAEDCKE,GILBERT D P.O.BOX 99070 CITY 77261 461-1777
359 496D 32 12/19/83 067-99-1466 CENSUS: 238.02	NW/C WOODFOREST BLVD.(159FF) & NORMANDY (236FF) DS: 12/16/83	1.34AC .00AC .00SF .00SF SAMUEL C.WIRONS LEAGUE A.33 ESMT.10'UT,8'UT,5'AE 20'BL HCMUD 8	RAW LAND HOLD FOR FUTURE DEVELOPMENT	EX:$ 300000 NORTHPORT NATIONAL BANK	NASH PHILLIPS/COPUS,INC. RON HAMMONDS 3300 HOLLISTER STE.400, 690-6161 CAPITAL TITLE 11758 ESC	ARON,SANDY P.(TR) 6009 RICHMOND STE.102 CITY 77057 783-1082
360 499B 33 11/30/83 066-84-1772 CENSUS: 234.00	S/S MARKET ST.120FF, APPROX. 114'W OF LAKESHORE DR. W/ 144FF W/S LAKESHORE DS: 11/29/83	.00AC .00AC 33495.00SF .00SF LTS.24,25,26,BLK.1 OLD RIVER ADDN.	EFFECTIVELY VACANT: 4 OF 4 CONTIGUOUS SEE SALES 066-84-1781, 1775,1778	EX:$ 675000 HARRISBURG BANK SEE 066-84-1775 066-84-1778 066-84-1781	STANDLEY,RAY 83-1-777	INTER-BAY TOWING CO.,INC. 17512 MARKET ST CHANNELVIEW 77530 ELMER H.GRISWOLD 452-1321
361 499B 33 11/30/83 066-84-1775 CENSUS: 234.00	S/S MARKET ST. (90FF) 234' W OF LAKESHORE DR. W/ 115FF W/S LAKESHORE DS: 11/29/83	.00AC .00AC 29055.00SF .00SF LTS.21,22,23,BLK.1 OLD RIVER ADDN.	EFFECTIVELY VACANT 2 OF 4 CONTIGUOUS TRACTS SEE SALES:066-84 1772,1778,1781	EX:$ 0 SEE 066-84-1772	KENNEDY,ANN	INTER-BAY TOWING CO.,INC. 17512 MARKET ST CHANNELVIEW 77530 ELMER GRISWOLD 452-1321

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277 4930 38B 11/02/83. 063-95-1265 CENSUS: 402.01	NE/C FAIRVIEW (130FF) & COMMONWEALTH (100FF) DS: 11/01/83	.00AC .00AC 13000.00SF .00SF LTS 6 & 7 BLK 29 HYDE PARK ADDN	EFFECTIVELY VACANT LAND	EX:$ 0 $10.00 OVC	RIFAAT, SHAFIK I. TR.	MONTEVERDE, L. TR
278 4930 38B 10/26/83 062-98-1583 CENSUS: 121.00	SW/S JEFFERSON (50FF) 100' SE OF SAN JACINTO DS: 09/28/83	.00AC .00AC 6250.00SF .00SF LT.11,BLK.384 S.S.B.B.	RAW LAND SEE RESALE 062-98-1593	EX:$ 76000 GTR	SAKOWITZ,ROBERT T SACKTON,ALEXANDER ET AL LAWYERS TITLE 5517-83 RE	MOTT,CHARLES M. (TR.) C/O D.AUGUST BOYD 8350 MEADOW RD DALLAS 75231
279 4930 38B 10/26/83 062-98-1593 CENSUS: 121.00	SW/S JEFFERSON (50FF) 100' SE OF SAN JACINTO DS: 09/28/83	.00AC .00AC 6250.00SF .00SF LT.11,BLK.384 S.S.B.B.	RAW LAND	EX:$ 0 ASSUMPTION OF $76,000 09/28/83	MOTT,CHARLES M. (TR.) LAWYERS TITLE 5517-83RLB	FRIEDMAN,DAVID K (TR.) 8100 GREENBRIAR CITY 77054 530-0770
280 493S 38B 10/28/83 063-05-1873 CENSUS: 403.00	N/S WESTHEIMER (50FF) 200' E OF STANFORD DS: 10/25/83	.00AC .00AC 5950.00SF .00SF LT.14,BLK.6 MONTROSE ADDN.	RAW LAND	EX:$ 180000 GTR WRAP	4500 W SHEPHERD CORP. RUDY C.SCHUBERT 1646 OLD SPANISH TRAIL 795-4800 FEDERAL TITLE 83-H-350-B	MCCONNELL,J.R. (TR.) 777 S POST OAK STE 401 629-1410
281 493U 38C 10/20/83 062-89-2104 CENSUS: 121.00	E/C CHENEVERT ST. (250FF) & CALHOUN (120FF) DS: 10/19/83	.00AC .00AC 30000.00SF .00SF LTS.6-10,ADJ. NW 20' OF LTS.11,12,BLK. 378, S.S.B.B.	RAW LAND	EX:$ 0 $10.00 OVC	LEE,HOWARD C.,JR. (TR.) 2500 AUSTIN 659-6494 CHICAGO TITLE 135741 HR	SISTERS OF CHARITY OF THE INCARNATE WORD,HSTN 1919 LABRANCH CITY 77002
282 493U 38B 11/04/83 063-00-1700 CENSUS: 300.24	W/C HADLEY (100FF) & JACKSON (100FF) DS: 11/02/83.	.00AC .00AC 10000.00SF .00SF PT.BLK.A,HOLMAN TEN ACRE OUTLOT NO.6 J.S.HOLMAN SUR.A.323	RAW LAND FORECLOSURE	EX:$ 0 HIGHEST BID $80,000	TRACY,W.A.	TODA,INC.
283 493Y 38C 10/31/83 063-87-1394 CENSUS: 303.00	NE/S CLAY (50'FF) 100' E OF LIVE OAK DS: 10/07/83	.00AC .00AC 6250.00SF .00SF LT.12,BLK.489 S.S.B.B.	RAW LAND	EX:$ 1340000 SOUTH MAIN BANK	ZANDERJAGT,PETE (TR.) 2616 POLK 229-8841	JOHNSON COVER CO. P.ZANDERJAGT T.FAROOQUI 2616 POLK 229-8841
284 494L 31G 10/20/83 062-89-1148 CENSUS: 202.00	SE/C CLINTON DR. (1392FF) & LOCKWOOD (539FF) W/ 212FF N/S CLINTON DS: 10/17/83	21.32AC .00AC .00SF .00SF HARRIS & WILSON TWO LEAGUE GRANT A.32	RAW LAND	EX:$ 0 $10.00 OVC	AMERICAN CAN CO. ROBERT J.MOYLAN STEWART TITLE 83-05348	UNCLE BEN'S,INC. 5712 HARVEY WILSON DR CITY 77020
285 494S 38C 11/04/83 063-99-3089 CENSUS: 302.00	SE/C MCKINNEY (200 FF) & ST AUGUSTINE (67FF) DS: 10/17/83	.00AC .00AC 13400.00SF .00SF LTS.1-4,BLK.34 HOUSTON CITY STREET RAILWAY COMPANY'S ADDN.NO.1	RAW LAND	EX:$ 70000 SAN JACINTO CITY BANK	DELLACALCE,N.A. (D.OTIS BARKE ATTY) COMMONWEALTH L T 941481 DSB	HANSON,ARTHUR B. ROUTE 1,BOX 42 CUSHING,TX

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344 489Z 37 12/21/83 068-86-2530 CENSUS: 430.04	E/S ROGERDALE (366FF) APPRX. 1782' S OF WESTHEIMER DS: 12/19/83	3.36AC .00AC .00SF .00SF GEORGE L.BELLOWS SURVEY A.3	RAW LAND	EX:$ 0 $10.00 OVC	WOLF,WILLIAM B. (TR.) 11615 SHADY GROVE CITY 461-9939 STEWART TITLE 82-14162	WEEKLEY,RICHARD W (TR.) 4550 POST OAK PL STE.219 CITY 77027 626-2162
345 489Z 37 12/21/83 068-86-2544 CENSUS: 430.04	E/S ROGERDALE (219FF APPRX. 1203' S OF WESTHEIMER DS: 12/19/83	1.91AC .00AC .00SF .00SF GEORGE L.BELLOWS SURVEY A.3	RAW LAND	EX:$ 2000000 INTERFIRST BANK FANNIN	MSJ VENTURE NO.1 (ROBERT W.WEEKLEY SAN JACINTO SAV.) 4550 POST OAK PL STE 219 626-2162 STEWART TITLE 8214162	HANKAMER GROUP. WESTCHASE 6150 RICHMOND AVE STE.210 CITY 77057 789-7060
346 491N 37 12/06/83 067-81-0646 CENSUS: 422.02	SW/S WINROCK (1396 FF) APPROX. 400'S OF WOODWAY DS: 09/29/83	4.21AC .00AC .00SF .00SF PT.TRT.D,SAN FELIPE SQUARE JOHN D.TAYLOR SUR A.72	RAW LAND	EX:$ 0 $10.00 OVC	MORRIS,KENNETH M. (TR.) 3617 MARATHON BLDG. 600 JEFFERSON 659-8697	AUSTIN,C.H.(TR.) 1938 BANK OF THE SW BLDG. CITY 77002 652-8007
347 491N 37 12/08/83 067-81-0649 CENSUS: 422.02	E/S WINROCK (951FF) APPRX. 1201' S OF WOODWAY DS: 09/29/83	5.00AC .00AC .00SF .00SF PT.TRT.C,SAN FELIPE SQUARE, JOHN TAYLOR SURVEY A.72 ESMT.50'DR,15'DR,WLP 10'UT,5'AR	RAW LAND	EX:$ 0 $10.00 OVC	MORRIS,KENNETH M. (TR.) 3617 MARATHON 600 JEFFERSON CITY 77002 659-8697	AUSTIN,C.H.(TR.) 1938 BANK OF THE SW BLDG. CITY 77002 652-8007
348 492B 31E 11/22/83 065-92-2151 CENSUS: 516.01	NE/S WASHINGTON AVE (221FF) APPRX. 1625' W OF WEST FRWY DS: 11/21/83	1.75AC .00AC .00SF .00SF JOHN REINERMAN SUR. A.642	RAW LAND	EX:$ 0 $10.00 OVC	STEWART & STEVENSON REALTY CORP. DAVID B.STEWART 2707 N LOOP W 868-7700 CAPITAL TITLE 112061 HOU	LADIN,SIDNEY S. (TR.) 3315 MARQUART CITY 77027 621-6232
349 492C 31E 12/14/83 067-91-2070 CENSUS: 516.01	1) N/S PETTY (75 FF) 25' E OF CONN 2) N/S DARLING (675 FF),700' E OF CONN 2) N/S DARLING (675 FF) 700'E OF CONN DS: 12/12/83	.00AC .00AC 32250.00SF .00SF LTS.283-285,314-322, COTTAGE GROVE	RAW LAND	EX:$ 907937 GTR	BIGGI,FRANK J. P.O.BOX 29 HOCKLEY 77447 USLIFE TITLE 133032 CHR	REALTY DEV.CORP. (TR.) 8214 WESTCHESTER STE.#10 DALLAS 75225 DAVID H.LOOK
350 [illegible] 30A 12/15/83 067-95-0188 CENSUS: 407.01	SEC KIPLING (240 FF) & SAINT (200 FF), W/200 FF N/S JOANEL DS: 12/13/83	1.10AC .00AC .00SF .00SF LTS.1-10,BLK.3 AUDUBON PLACE	RAW LAND	EX:$ 974688 GTR	LEE,MOLLIE MRS. 5555 DEL MONTE UNIT 901 CITY 77056 STATEWIDE TITLE 62-063	SOUDAVAR,ABOLALA 5444 WESTHEIMER STE.1520
351 [illegible] 31F 12/02/83 066-91-0389 CENSUS: 906.01	NE/C E 7TH (200FF) & BEVERLY (125FF) W/140FF N/S BEVERLY DS: 11/30/83	.00AC .00AC 35628.88SF .00SF LTS 21 - 24 BLK 53 S 140' BLK 54 STUDE'S SECOND ADDN	RAW LAND SEE RESALE 066-91-0391	EX:$ 0 $10.00 & OVC	BROOKS, WINDPAL M 711 E 7TH STREET CITY 77008 862-4333 1ST AMERICAN 106135	LINDSAY, GENE
352 [illegible] 31F 12/02/83 066-91-0391 CENSUS: 906.01	NE/C E 7TH (200FF) & BEVERLY (125FF) W/140FF N/S BEVERLY DS: 11/30/83	.00AC .00AC 35628.88SF .00SF LTS 21-24 BLK 53 S 140' BLK 54 STUDE'S SECOND ADDN	RAW LAND	EX:$ 252006 ALLIED ADDICKS BANK	LINDSAY, GENE TR. 1ST AMERICAN 106135	LETTICE, RICHARD S., JR. 312 W 23RD HOUSTON, 77008 868-5171

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210 485N 27 03/02/83 039-91-2407 CENSUS: 449.00	N/S MASON RD (391FF) S OF CINARRON PKWY DS: 03/01/83	1.31AC .00AC .00SF .00SF E.D.TAYLOR SURVEY A.470 ESMT.8'UT,10'UT,5'AR M.C.M.U.D.81	RAW LAND	EX:$ 184057 GTR	CIMARRON VENTURE (1ST REALTY CO.& STOCKBRIDGE DEV. CORP.) 3929 ALLEN PKWY CITY 77019 UNITED TITLE 9600-156	BAILER,RON 20501 KATY FRWY STE.1000 KATY 77480
211 487C 28 02/28/83 039-85-1704 CENSUS: 449.00	JUST S OF IH 10; APPROX 1.25 MILES N OF HWY.6 DS: 02/25/83	.00AC .00AC 25000.00SF .00SF PT.LT.25,MEADOWBROOK FARMS, DAVID MIDDLETON SUR.A.535	RAW LAND	EX:$ 7500000 GTR NOTE ALSO INCLUDES 4.66 AC ON 039-85-1714	LUM,ALBERT B. (TR.) 3010 LAMAR ST. STE.350 654-2121	WHITE,RICHARD J. 3010 LAMAR ST. STE.350 654-2121
212 487C 28 02/28/83 039-85-1714 CENSUS: 449.00	S/S IH 10 (399'FF) APPROX. 1.25 MILES N OF HWY.6 DS: 02/28/83	4.66AC .00AC .00SF .00SF PT.LT.25,MEADOWBROOK FARMS, DAVID MIDDLETON SUR.A.535	RAW LAND	EX:$ 0 SEE NOTE 039-85-1714	LONDICK PROPERTIES,INC. K.STONEBURGH 870-9331	STONEBURGH,NORMAN (TR.) 14825 ST.MARY'S LANE, STE.202 CITY 77079 870-9331
213 488N 26 03/31/83 042-13-0497 CENSUS: 437.01	N/S HWY 6 (1033FF) 900' S OF RICHMOND DS: 06/14/82	59.27AC .00AC .00SF .00SF PT.LT.2,MEADOWBROOK FARMS SUBD.,BLAS HERRERRA SUR.A.321 ESMT.PL,50'DR,20'ROW M.C.M.U.D.120	RAW LAND HOLDING FOR SPECULATION OR INVESTMENT	EX:$ 0 $10.00 OVC	BAKER,WALTER S. (TR.)	WESTPARK/HIGHWAY 6 LTD. DRESSER TOWER 601 JEFFERSON STE.3900 CITY 77002
214 493P 388 03/07/83 039-98-0342 CENSUS: 400.25	N/C MC GOWEN AVE. (150FF) & BALDWIN ST (150FF) DS: 03/03/83	.48AC .00AC .00SF .00SF LTS.3,4,5,12,BLK.17 SETTEGAST & UPHAM ADDN., OBEDIANCE SMITH SUR.A.695	RAW LAND	EX:$ 0 $10.00 OVC	BUTLER,DAVID E. (TR.) COMMONWEALTH L T 933906 KC	SCOTTISH RITE BENEVOLENT ASSN. OF HOUSTON,TX. P.O.BX 2705 CITY 77252
215 493P 388 03/07/83 039-98-0149 CENSUS: 400.25	E/C MC GOWEN (250FF) & BAGBY ST. (100FF) W/ 100FF N/S BRAZOS ST. DS: 03/03/83	.40AC .00AC .00SF .00SF LTS.4,5,11,FRACT. LTS.9,10,BLK.14 FAIRGROUNDS 1ST ADDN ADJ.FRAC.BLK.15, SETTEGAST & UPHAM AD	RAW LAND	EX:$ 0 $10.00 OVC	BUTLER,DAVID E. (TR.) COMMONWEALTH L T 933905 KC	SCOTTISH RITE BENEVOLENT ASSN. OF HOUSTON TX. P.O.BOX 2705 CITY 77252
216 493P 388 [illegible]/83 039-98-0152 CENSUS: 400.25	E/S MC GOWEN (250FF) & BALDWIN (200FF) W/250FF S/S BREMOND & 200FF N/S BAGBY DS: 03/03/83	1.15AC .00AC .00SF .00SF LTS.1-10,BLK.12 SETTEGAST & UPHAM ADDN.	RAW LAND	EX:$ 0 $10.00 OVC	CAPITAL BANK,N.A. 333 CLAY 651-1100 COMMONWEALTH L T 933904 KC	SCOTTISH RITE BENEVOLENT ASSN. OF HOUSTON TX. P.O.BOX 2705 CITY 77252
217 493X 388 03/09/83 040-04-0023 CENSUS: 316.01	1:N/C BLODGETT (250 FF) & SAN JACINTO (225FF) FF ON FANNIN 2:N/C BLODGETT(250FF & SAN JACINTO(100FF) W/100 FF FANNIN DS: 03/08/83	.00AC .00AC .00SF .00SF LTS.1,2,5,PT.LTS.6, 10,BLK.29 LTS.5,10,PT.LTS.4,9, 11, BLK.36 MAC GREGORS BLODGETT	RAW LAND	EX:$ 0 $10.00 OVC	GADH,ALBERT D. KURIAN,EDUARDO (TRS.) 627-7240 TRANSAMERICA 8301218-3	REGOMO N.V. 3104 EDLOE STE.302 CITY 627-7240
218 496F 32 03/28/83 041-96-1546 CENSUS: 213.02	S/S FLEMING, 75' E OF CENTERWOOD DR. DS: 03/15/83	1.96AC .00AC .00SF .00SF RES.A,WOOD SHADOWS, SEC.2	RAW LAND	EX:$ 150000 CAPITAL BANK WEST LOOP $100,000 GTR	DEAN,JACK D. TOLLETT,H.J. JR. (TR.) 4314 LEMAC CITY 931483	LOVOR ROVENS TANAKA OF TX.,INC 304 INTERFIRST BLDG. IRVING 75061

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306 493W 31F 05/21/84 082-98-0753 CENSUS: 121.00	NW/C RUIZ (138 FF) & MC KEE (100 FF) DS: 05/16/83	.00AC .00AC 12673.50SF .00SF LTS.1,2,ADJ.12' 100' LT.12,BLK.109 S.S.B.B.	EFFECTIVELY VACANT LAND	EX:$ 29000 GTR ASSUMPTION OF $81,746 04/28/83	PANG,MAI KUEN	FAI,MOK CHAN 2100 TRAVIS STE.1303 CITY 77002 654-0612
307 493S 38B 05/07/84 081-86-0304 CENSUS: 403.00	N/S W.ALABAMA (60 FF) 234' W OF AUDUBON 626 W. ALABAMA DS: 05/04/84	.00AC .00AC 7200.00SF .00SF W 30'LT.8,ADJ.E 30' LT.9,BLK.15,MONTROSE ADDN.	EFFECTIVELY VACANT	EX:$ 50000 CHARTER NATIONAL BK-WESTHEIMER ASSUMPTION OF $165,000 07/31/81	HILL,EDWARD E. HILL,PATRICIA G. SIMON,RICHARD (TRS.) HERITAGE TITLE	BERRYMAN,ROBERT C ET UX 12603 ROCKY HILL CITY 77066 960-1931
308 493U 38C 05/23/84 082-80-0036 CENSUS: 300.34	N/C WEBSTER (100FF) & CHENEVERT (100FF) DS: 05/10/84	.00AC .00AC .00SF .00SF LTS.1,2,BLK.434 S.S.B.B.	EFFECTIVELY VACANT LAND	EX:$ 165000 GTR NOTE MATURES 08/10/84	DIXON,VIRGIL L. 2120 CHENEVERT CITY 77003 TICOR TITLE 268783 MHS	NGUYEN,MA NGOC THI NGUYEN,LAM NGOC 1701-A WEBSTER CITY 77003
309 494H 31G 05/08/84 081-89-0833 CENSUS: 203.03	N/S HWY 10 (45FF) 80' E OF GAZIN DS: 05/02/84	.00AC .00AC 4500.00SF .00SF E 45' OF LTS.21-24, BLK.51 DENVER ADDN.	RAW LAND	EX:$ 0 $10.00 OVC	EDWARD,DAVE	ANDERSON,JOHN N. 6702 LYONS STE.1 CITY 77020 672-1607
310 495A 31M 05/21/84 082-98-2517 CENSUS: 203.02	SW/C WALLISVILLE (150 FF) & HARBOR (186 FF) N/200 FF N/S ALDERSON DS: 05/18/84	.00AC .00AC 25400.00SF .00SF LTS.11-18,21-26,BLK. 2,HOUSTON HARBOR ADDN.	RAW LAND	EX:$ 100000 TEXAS COMMERCE BANK-WESTWOOD	TREAT,ROBERT J. ET UX 84104138	PARK,ILNAM ET UX 8827 HEATHERLY CITY 77083
311 495P 38D 05/22/84 082-98-2227 CENSUS: 302.00	SWC PLUMMER (100 FF) & MC CARTY (200 FF) N/100 FF N/S STEDMAN DS: 05/21/84	.00AC .00AC 18219.00SF .00SF LTS.7-10,BLK.76 PORT HOUSTON ADDN. N.S.B.B.	EFFECTIVELY VACANT	EX:$ 80000 GTR 12% PER ANNUM	WINS,A.D.(EXECUT) DAVIS,JUNE P.O.BOX 24776 CITY 77229 453-0151 83-109673	VAN LE,LOC
312 496E 32 05/16/84 082-86-2540 CENSUS: 213.01	N/S IH 10 (584FF) APPRX. 135' E OF BACA ST DS: 04/26/84	7.37AC .00AC .00SF .00SF CONCEPTION MARTINEZ SURVEY A.546	RAW LAND SEE RESALE 082-87-0027	EX:$ 0 $10.00 OVC	SECOND HOUSTON ASSOCIATES C/O ROSEN ASSOC. 333 JERICHO TNPKE JERICHO,N.Y. 11753 FIRST TITLE 8403U002	CRC REALTY EQUITIES,INC. 39 BROADWAY NEW YORK,N.Y.
313 496F 32 05/16/84 082-86-2543 CENSUS: 213.01	NW/C IH 10 (729FF) & JOHN RALSTON RD. (640FF) W/ 1046FF S/S HUNTING BAYOU DS: 04/26/84	11.38AC .00AC .00SF .00SF CONCEPTION MARTINEZ SURVEY A.546	RAW LAND SEE RESALE 082-87-0027	EX:$ 0 $10.00 OVC	N-HOUSTON LTD. PARTNERSHIP C/O ROSEN ASSOC. 333 JERICHO TNPKE NEW YORK 11753 R.A.ROSEN FIRST TITLE 8403U002	CRC REALTY EQUITIES,INC. 39 BROADWAY NEW YORK,N.Y.
314 496F 32 05/16/84 082-87-0027 CENSUS: 213.01	1)N/S IH 10 (584FF) APPRX. 135' E OF BACA ST. 2)NW/C IH 10 (729FF) & JOHN RALSTON RD. (640FF) DS: 04/30/84	7.37AC 11.38AC .00SF .00SF C.MARTINEZ SURVEY A.546	RAW LAND SEE RESALE 082-87-0072	EX:$ 6600000 GTR	CRC REALTY EQUITIES 39 BROADWAY NEW YORK,N.Y. 10006 FIRST TITLE 8403U002	D.H.S.TRAVEL,INC. PENSION TRUST 30 E 42ND ST NEW YORK 10017

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297 488K 36 05/23/84 082-00-0794 CENSUS: 430.01	SW/C BRIAR FOREST DR (391FF) & ELDRIDGE (341FF) W/ 384FF S/S BRIAR FOREST RD DS: 05/15/84	2.00AC . .00AC .00SF .00SF PT.LT.3,BRINGHURST SUBD.JOEL WHEATON SURVEY A.80	RAW LAND	EX:$ 0 $10.00 OVC	CHRISTIAN & MISSIONARY ALLIANCE OF HOUSTON 13414 BRIAR FOREST DR; 870-9950 CITY 77077 LAWYERS TITLE 4263-02JP	ELDRIDGE CT 50 BRIAR HOL LANE,STE.44 CITY 77027 961-1223
298 488L 29 05/15/84 082-04-0988 CENSUS: 430.06	NW/C OLIVE HILL DR. (721FF) & ENCLAVE PKWY (288FF) DS: 05/08/84	4.99AC .00AC .00SF .00SF PT.RES.H,BLK.8, ENCLAVE, JOEL WHEATON SUR.A.80 ESMT.10'UT,5'SS,15' DR,18'BL,HCWCID 90	RAW LAND	EX:$ 0 $10.00 OVC	A.H.H.-I,LTD. SAN D.WARD GEORGE H.HALL JR 777 POST OAK BLVD STE.709 CITY 77056 HERITAGE TITLE 84-5216	ARKCO INC. 1495 N LOOP CITY 77027
299 488L 29 05/15/84 082-04-0999 CENSUS: 430.06	SE/C BRIAR PATCH DR (495FF) & ENCLAVE PKWY (802FF) DS: 05/03/84	5.94AC .00AC .00SF .00SF PT.RES.D,ENCLAVE JOEL WHEATON SURVEY A.80 HCWCID 90	RAW LAND	EX:$ 0 $10.00 OVC	SAN ANTONIO SAVINGS ASSN. G.A.SOLCHER HERITAGE TITLE 84-5222HPH	WARD,SAN D. 777 POST OA STE.709 CITY 77056
300 488R 36 05/23/84 082-00-0790 CENSUS: 430.02	N/S BRIAR FOREST (990 FF) APPROX. 200' N OF ELDRIDGE W/991 FF S/S BRIAR DS: 05/15/84	3.46AC .00AC .00SF .00SF JOEL WHEATON SURVEY A.80	RAW LAND	EX:$ 0 $10.00 OVC	ELDRIDGE CENTER, LTD. DONALD B.CLARK M.A.HENRY 50 BRIAR HOLLOW 840-3333 LAWYERS TITLE 4309-02JP	CHRISTIAN & SIONARY ALL OF HOUSTON 13414 BRIAR FOREST;870- CITY 77077
301 490P 37 05/02/84 080-97-1898 CENSUS: 445.02	APPRX. 100' E OF KNIPP RD. & 861' S OF SANDALWOOD DS: 05/01/84	.00AC .00AC 19993.00SF .00SF JOHN D.TAYLOR SUR. A.72	RAW LAND	EX:$ 436000 WEST BELT NATIONAL BANK	ADAMS,MICHAEL L. FIRST AMERICAN 40-107939	WHITWORTH,R D. 9603 MEADOW CITY 974-6780
302 491F 38 05/03/84 080-00-0082 CENSUS: 440.01	APPRX.300' E OF LONGWOODS & 480' S OF FALLRIVER RD. DS: 04/26/84	1.61AC .00AC .00SF .00SF PT.RES.B,BLK.4 LONGWOODS ADDN. ROBERT VANCE SURVEY A.77 ESMT.100'DR,20'DR.	RAW LAND	EX:$ 700000 RESOURCEBANK,N.A.	BERING,AUGUST C. III (TR.) BERING,CONRAD TR. 2221 S. VOSS RD CITY 77057 HERITAGE TITLE 83-60906LM	HENCHMS CED PARTNERSHIP 13042 HENDRI CITY 77079 DAVID N.VDK T.R.CLEMONS
303 492F 31E 05/07/84 081-88-0631 CENSUS: 516.01	E/S ATTAR ST.(136FF) JUST NORTH OF KATY RD DS: 04/30/84	.00AC .00AC 13011.00SF .00SF PT.LTS.34-38,COTTAGE GROVE,FIFTH SEC.	RAW LAND	EX:$ 0 $10.00 OVC	JARRETT,MURRIEL (CO TR.) ET AL 3-4112-20P	FAUST,DAVID MANN,RICHAR DBA/EQUITY ERS 1029 W 26TH CITY 77008
304 493R 38S 05/15/84 082-03-0689 CENSUS: 401.01	E/S GROSS (90 FF) APPROX. 265' N OF W.CLAY DS: 05/10/84	.00AC .00AC 8250.00SF .00SF LTS.49,50,FIRST COLLEGE ADDN.	EFFECTIVELY VACANT LAND	EX:$,0 $10.00 OVC	BD OF DEACONS OF THE FELLOWSHIP BAPTIST CHURCH OF HOUSTON 733-2538 TICOR TITLE 268977JLB	COCKSPUR,INC 601 JEFFERS STE.4000 CITY 77002
305 493N 31F 05/18/84 082-93-1653 CENSUS: 121.00	S/E FRANKLIN (110 FF) APPRO 70' EE OF JACKSON DS: 05/17/84	.00AC .00AC 11000.00SF .00SF E 30'LTS.9,10,& 100' LT.11,ADJ.25'LTS.4,5 BLK.115,S.S.B.B.	RAW LAND	EX:$ 188400 GTR 15% PER ANNUM	GREENFIELD,ROSE F P.O. BOX 245 CITY 77001 782-2932 SUMMIT TITLE 84-298-TE	PETTIT,JOHN

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316 461Y 36 06/01/84 083-99-2383 CENSUS: 361.00	E/S NORTH MAIN ST (257FF) APPRX. 864' S OF HUNT RD DS: 01/26/84	8.754AC .00AC .00SF .00SF PT.LT.23,BLK.20 HIGHLAND FARMS SUBD. WM.C. & CHARLES BOSWELL SURVEY A.1563	RAW LAND	EX:$ 254920 CTR	SCHOFIELD,LISTER HILL JR.& SR. SCHOFIELD,JOYCE M BAY TITLE 44184	BAYLISS,THOMAS H. ET UX 606 ROLLINGBROOK BAYTOWN 77520 427-0461 422-8166
317 484F 28 06/25/84 084-04-0322 CENSUS: 449.00	N/S DOMINION DR. (100FF) APPRX. 604' S OF KINGSLAND BLVD DS: 06/21/84	.26AC .00AC .00SF .00SF PT.RES.A,NOTTINGHAM COUNTRY,SEC.4,H.C.R. R.CO.SUR. A.1309 MASON CREEK MUD	RAW LAND	EX:$ 225000 UNITEDBANK-HOUSTON 1415 LOUISIANA CITY 77251	CASTILLO,MALLIE PEARL 40-108854	MCH CO. 20701 KINGSLAND BLVD.,STE.115 KATY 77450 M.H.MCGEE P.S.C.COLLETTE
318 487C 28 06/25/84 084-04-1038 CENSUS: 449.00	S/S IH 10 (986FF) APPRX. 800' W OF PARK TEN BLVD DS: 06/21/84	7.27AC .00AC .00SF .00SF PT.GREAT LOT 36, MEADOWBROOK FARMS J.H.D.SMITH SURVEY A.691	RAW LAND	EX:$ 2257000 INTERFIRST BK WST HA MH 06/21/85 P.O.BOX 2545 CITY 77252-2555	HANKAMER,RAYMOND E.(TR.) 6150 RICHMOND CITY 77057 789-7060 TEXAS AMERICAN 750-041190	MAIK,MAC 11757 KATY FRWY STE.1500 CITY 77079 496-7788
319 488T 36 06/04/84 084-83-0111 CENSUS: 438.06	N/S PANAGARD DR (406FF) APPRX. 220' S OF WESTHEIMER W/ 408FF E/S JOEL WHEATON DR. DS: 05/24/84	3.57AC .00AC .00SF .00SF PT.RES.E,WESTHOLLOW PARK,SEC.1	RAW LAND	EX:$ 800000 MERCANTILE NB DALLAS 1704 MAIN ST DALLAS 75265	WESTHOLLOW PARTNERSHIP (BUILDERS INT.& MACNAUGHTON & CO) WM.H.AUSTIN J.H.MACNAUGHTON SAFECO LAND TITLE 84-70794PH	WATSON & TAYLOR REALTY CO.(TR.) 4025 BELT LINE RD DALLAS 75234 A.STARKE TAYLOR III
320 488T 36 06/29/84 085-04-1324 CENSUS: 438.06	S/S WESTHEIMER (975FF) APPRX. 156' E OF WINDCHASE BLVD W/ 947FF N/S RICHMOND DS: 06/11/84	47.464AC .00AC .00SF .00SF PT.LT.3,BRINDHURST SUBD.,JOEL WHEATON SURVEY A.80	RAW LAND	EX:$ 7278414 CHARTER-WESTHEIMER MH 06/15/85 2401 FOUNTAINVIEW CITY 77057	APTAKER,BERNARD DBA/ B.A.INVESTMENTS 4151 SW FRWY STE.340 77027 871-0121 NATIONAL TITLE 1-458950	MERIDIEN BUSINESS CORP. C/O JOE S.BAX 5433 WESTHEIMER CITY 77056 623-4440
321 492L 31E 06/25/84 084-04-2193 CENSUS: 515.01	SW/C FLOYD (240FF) & BETHJE AVE.(100FF) DS: 06/15/84	.55AC .00AC .00SF .00SF LTS.6-10,BLK.36 BRUNNER ADDN.	RAW LAND	EX:$ 0 $10.00 OVC	BUTTS,ANDREW B. 5006 MARY LOU CYPRESS,TX 77092 COMMERCE TITLE 84-3-20N	HUMBLE PRODUCTS, INC. 2401 FOUNTAINVIEW STE.812 CITY 77057 975-0507
322 492J 31F 06/26/84 084-09-1478 CENSUS: 401.02	NW/C BUFFALO TERRACE AVE.(196FF) & STANFORD ST.(132FF) W/ 162FF S/S ALLEN PKWY DS: 06/19/84	.58AC .00AC .00SF .00SF LTS.6-8,PT.LTS.12,13 BLK.3,TEMPLE TERRACE ADDN.,JOHN AUSTIN SUR.TWO LEAGUE GRANT A.1	EFFECTIVELY VACANT LAND	EX:$ [illegible] Cash $10.00 OVC	SHAFER,CHARLES M. (IND.& TR.) ET AL CAPITAL TITLE 88461 EXC	GOULD,RICHARD S. (TR.)– 3410 WEST DALLAS CITY 77019 526-4771
323 493S 30B 06/26/84 084-09-2474 CENSUS: 403.00	SE/C BRANARD (210FF) & MONTROSE BLVD. (250FF) W/ 100FF S/S SUL ROSS DS: 06/22/84	1.01AC .00AC .00SF .00SF LTS.3-9,PT.LT.2 BLK.33,MONTROSE ADDN	RAW LAND W/ HIGH DENSITY UTILITIES	EX:$ 3100000 GILL SAVINGS ASSN 1401 19TH ST HONDO 78861	3939 MONTROSE CORP. NORTH AMER.FUND. CO. CHARLES G.OEMEL 965-0073 HERITAGE TITLE 84-7862	OEMEL,CHARLES G. 5065 WESTHEIMER STE.800 CITY 77056 965-0073
324 493V 28C 05/28/84 083-91-0884 CENSUS: 202.00	SE/C COYLE AVE. (100FF) & NAPOLEON (148FF) DS: 04/02/84	.00AC .00AC 14800.00SF .00SF LTS.1,2,PT.LTS.5,6, BLK.2,HOUSTON CITY RAILWAY ADDN.,NO.4 TIERWESTER SUR.A.75	RAW LAND SEE RESALE 083-91-0887	EX:$ 0 $10.00 OVC	HARDMAN,JACK (TR)	ESTRIN,STEVEN & MERLIN,TOM DBA/ ESTRIN & MERLIN 119 HARRINGTON DR CITY 77024

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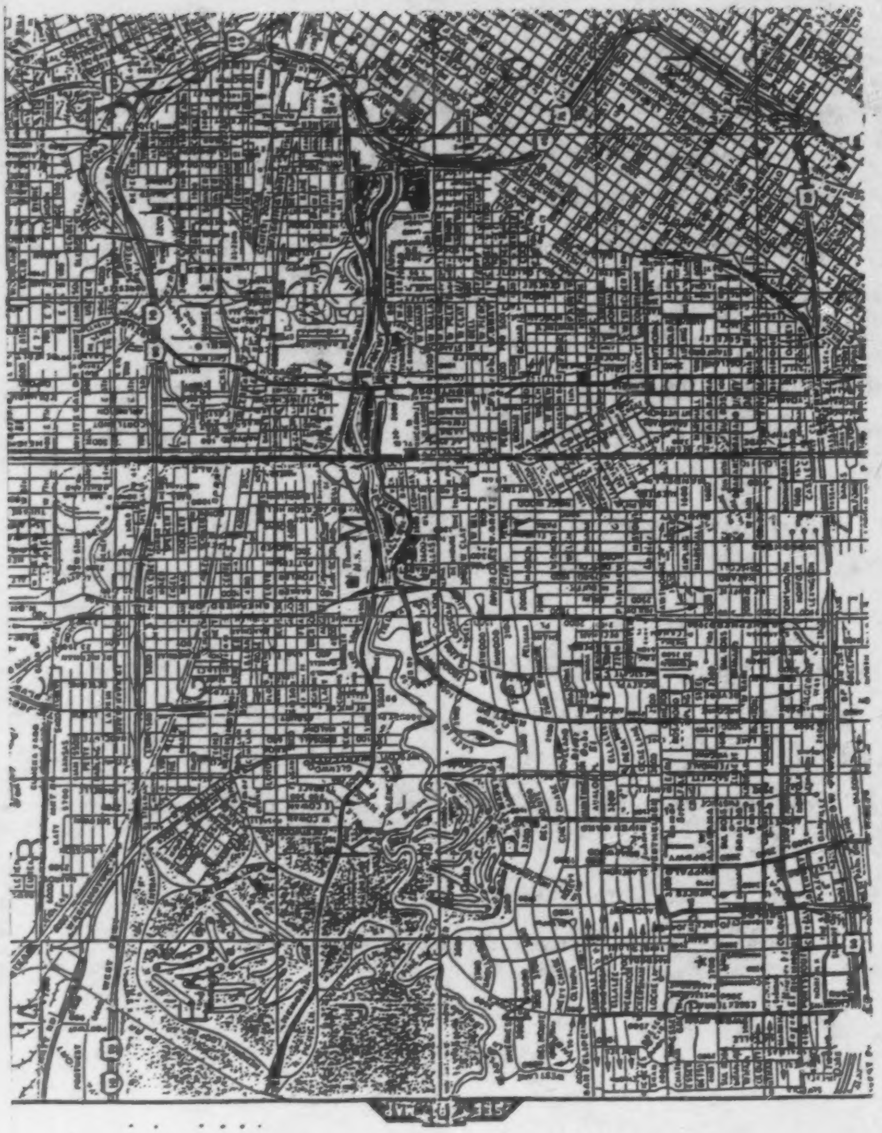


Alternative No. 4: No Action

The no action alternative is given consideration. This alternative is based on the premise that the project would remain as it exists today.

The advantages of the no action alternative would be that there would be no need for relocating the tenants. There is no need to have them move to other units while rehabilitation was taking place on the units they are now occupying. There would be no noise or dust that might be caused by the renovation of the project. There would be no additional traffic of trucks and workmen that would be necessary to accomplish the rehabilitation. Although these concerns are only temporary in nature they could be annoying to the residents.

The disadvantages of the no action alternative would be that the project would continue to have a deteriorated look with the boarded-up units which tends to give an appearance of abandonment. The needed replacement of utilities would not be accomplished. Surface drainage would not be improved and the tenants would have to continue to live with the settlement and puddling of water in certain areas. Parking of automobiles would continue to be a problem and there would be no improvement of circulation of traffic within the APV project area.

The team developing this Environmental Assessment considers the no action to be the least desirable of the alternatives considered.

CONCLUSION

This Environmental Assessment was not prepared for the purpose of determining the appropriate action which should be taken. The authority for approval or disapproval of the application is vested in the Secretary of the Department.

The purpose of the Environmental Assessment was to set forth in an unbiased manner the existing conditions and appropriate alternative actions to the proposed action. The environmental consequences were explored for each of the alternatives and to determine if any mitigative action would be required for each of the environmental concerns. Where recommendations are offered, they are made only for the purpose of being of assistance in the decision-making process.

The individual team members providing an input to this environmental assessment came from varying professional disciplines. Each has expertise in his respective professional field. The team was of the opinion that although the assessment is sufficient to be of assistance in the decision-making process, additional study or work should be accomplished in several areas prior to undertaking rehabilitation or demolition.

This environmental assessment reflects the viewpoints of the team members in their respective areas of expertise.

I. J. Ramsbottom

I. J. Ramsbottom, Regional Environmental
Officer and Team Leader

Dated: December 18, 1984

Chairman GONZALEZ. Thank you, Mr. Griffiths, very much for your prepared text and your summary.

I really do not know how to express my gratitude to you. We selected Houston as one of the five Texas cities, urban areas that we would visit. And we have already been to some rural areas. We did not have any intention of causing any kind of conflict.

Certainly, some of us who are accustomed to having city elections in the spring tend to forget that you have your elections in November. So I was fully cognizant of the fact that in August, when we originally scheduled these hearings, that we had any objection at that time to the site of the hearing?

Yes; we had originally intended to have the hearings at Clayton Homes. But, also, probably there are some uneasy consciences. When a reporter called me in Washington a week before last, asking questions about what was my purpose, it was not until then that I realized that the executive director had strenuously objected to the subcommittee coming to Houston, and decided that he would not appear; attributing to us motives that amazed me. I asked the reporter, well, what is the basis for that statement? Nobody has contacted me nor any member of the subcommittee. The only ones we have in Houston have been staff workers working out the mechanics that they always do before a hearing. Advance people, we call them. So I just cannot understand his being uncomfortable. And I really have relatively good impressions about Houston, some of the things that have turned around in the last 4 or 5 years with respect to public housing. But I did not know the specifics.

I then decided I would call a few friends in Houston that I have, and ask them questions. It wasn't until your testimony here, though, that we have really flushed out some of the basic causes.

The one thing we really knew was that Houston, like so many of these other cities that we have visited already and we intend to visit in the future, was reducing willy-nilly the stock of available housing units for the poor without any plans, either relocation or rehousing. This is something that is happening throughout the country. And there was one particular unit, which we know now is Allen Parkway Village, given the history that the witnesses have presented to me, I can now more fully understand.

I believe all of you were here when Mr. Pate testified and when Mr. Garcia testified. Mr. Pate seemed to impress me with being unsure as to whether they were really applying for demolition. I did not understand that. That was the fixed impression I had until I heard you speak.

Now, Mr. Garcia—well, I don't think he studied law. So I was very—even though I sounded formal—precise in what I ask, I had a reason for asking him the various questions. I had a reason for saying, well, if you have predicated a certain income to the city based on a $90 million value on the land, which I think was the fourth ward. My impression was that it was exclusive of the Allen Parkway Village site.

Mr. GRIFFITHS. I think his testimony was that that was APV, the 37 acres that APV stands on.

Chairman GONZALEZ. The 37 acres?

Mr. GRIFFITHS. Right.

Chairman GONZALEZ. It seemed to me also that it was speculative, and that is why I asked him on what basis does he predicate.

But that is neither here nor there. The fact remains that I am the author of the relocation section of the 1965 Omnibus Housing Act that provided for the first time a little modicum of reality in compensating and relocating people and businesses. So I think I know what that contains. I also know that no family is going to get over $500 direct cash. And $500 today, that barely buys you an airline ticket to and from Washington, and that's not even first class. So I am really quite concerned because I believe that the citizens of Houston charged with knowledge would want to do the right thing.

We are not in a position to come in and say, well, the local bodies that have the administrative power and decision; we know better, we know more, but we do know that we have an overall obligation to see that the congressional intent is carried out in the policies and programs thus far implemented and provided for by the Congress.

I wanted to say, Ms. House, that your history here really is very revealing. And this is the reason I asked Mr. Garcia the question about the feasibility of relocating black families, poor black families.

Mr. Johnson, what I do not understand is, is it true, you go to HUD; it is obvious that HUD is going to say, "Look, this is purely an administrative matter. We have nothing to do with the direct and administrative responsibilities, and this is why we have local determination and your local board of commissioners. Your city council appoints them or the mayor, and they administer. True, we finance it." But I cannot understand why you would not have had a little bit more reaction from your local—for instance, city councilman. Do you have a ward system here, a district system?

Mr. JOHNSON. We have a district system, that we elect district councilmen, and we also have a group of at-large councilmen, about five at-large councilmen; plus the mayor also votes. She is elected as an at-large.

Out of the 15 councilpersons, I think we only got support from approximately five of them in trying to do something. And we got——

Chairman GONZALEZ. I missed the point, though. The councilmen are elected at-large?

Mr. JOHNSON. We have five elected at-large; nine elected by the districts.

Chairman GONZALEZ. What about the reaction of your councilman that has the responsibility of representing this district?

Mr. JOHNSON. He is the one who has sponsored all the resolutions and whatnot for the city to help the housing authority with the demolition plan of Allen Parkway Village. We——

Chairman GONZALEZ. I ask this question because I just believe we are all Americans, but is he black?

Mr. JOHNSON. No, he's not.

Chairman GONZALEZ. Well, how did that happen in this district?

Mr. JOHNSON. Well, the district is drawn such that it covers a wide range of income levels, from some of the highest income level people we have in the city to some of the lowest. It just so happens that we are the tip end and the lowest.

Chairman **Gonzalez**. I understand.

We do not intend to sit idly by, I will tell you that much. We will do what we can from our level. We have been on record. We have language that you referred to in the subcommittee's reports, in H.R. 1, which is the current reauthorization legislation, remembering that if we do not adopt that, all of these programs would have expired on September 30 because of the President's insistence on doing away with it. But we were able to extend the resolution pending our adoption of authorization legislation, known as H.R. 1.

I have designated H.R. 1 because I knew that this was a fateful year, that the Congress would not be able to piddle around trying to flip-flop both ways. This year is a year of proof; we either do or we don't. So I had no trouble in getting an extender resolution on the assisted housing programs and FHA insured mortgages until November 15. But in the meanwhile, we have what is called the reconciliation process. So our substantive legislation, which provides for the continuation and for just bare survival of the programs, if you want to call it that, but in no way addresses the need that the country has, has been folded into the reconciliation process known as making this part and parcel of the budget resolution; which, in the meanwhile, has been compromised in the conference budget resolution and mandates certain reductions in the authorization level that we have in our authorization bill. For instance, if that goes through, and I'm sure it will, it is mandated because the Budget Committees and the budget action of both the Senate and the House mandate that you will have a 20-percent cut in community development block grant [CDBG] funds. You will have bare existence on assisted housing, but at least will keep it alive. And we will not be able to debate. It will be folded into the budget reconciliation process. And then, of course, hopefully the Senate will see fit to track it along similar lines.

So that everything is in flux up there as well as down here. But in spite of all that, I think we can still see to it that your voices are given a little bit more reception than what you report you have received.

I want to thank you, Professor Cuff, because that was a very, very professional, technical evaluation as to the feasibility of rehabilitating and continuing use of a very functionally built structure. Most of those structures built at that period of time throughout the country, even in Alexandria, VA, where I have visited projects that were built 44 years ago; with a real minimum of investment, they can be fitted for continued habitation.

So I think really it is a question of wanting to do it and, also, a question of being responsive to the needs of the minority poor who have always had it rough. So we will pledge to you to do our best to be supportive.

And I want to thank you, Mr. Griffiths, for the excellent work you have done, and the ACLU.

May I ask one question? What is the status of the litigation at this point?

Mr. **Griffiths**. Your Honor, the—Mr. Chairman, there are essentially three lawsuits that have been filed and one administrative proceeding at this point. We have filed an opposition to the permit to demolish, with HUD, that is, a brief we filed with the Department. And I have introduced, or we have moved at this point to introduce a copy of that into the record of this hearing, which we have provided your staff.

Chairman **Gonzalez**. I want to get your permission to introduce the other documents, too, that you have, that you mentioned were supportive of your testimony, for the record.

Mr. **Griffiths**. Yes, sir. One of those is just a compilation of documents, including news clippings and some pleadings and so forth; documents in support of testimony before this subcommittee, which have the name of Stefan Presser, who was scheduled to appear last August, but I am adopting that as my exhibit at this point, too. The third document that I have provided and would move to have introduced is, in fact, the housing authority's technical report from 1983, which Mr. Garcia has already made reference to. And I think there are enough things in there that support our position. And I think the committee ought to have a copy of it.

The fourth document which I made reference to and which I am not prepared to provide at this time is a somewhat expurgated version of something called an Environmental Assessment that was provided to us in response to an FOIA request by HUD. And that is essentially a report from HUD officials who made an on-the-ground examination of Allen Parkway Village and evaluated it from an environmental, economic, and architectural basis; essentially a report made in response to the housing authority's application for demolition.

The other litigation, the one involving race discrimination, has been dismissed within the last few weeks. And the problem with that is it was filed as a class action lawsuit. There were two named plaintiffs who were on the waiting list in the lawsuit. And, as you know, one of the requirements for a class action is that the plaintiffs be adequate representatives of the class. And these ladies had a difficult time, apparently, responding to letters and telephone calls and so forth. So we just decided that the appropriateness of their being class representatives was probably in doubt. And before we got into a lot of litigation expenses, we just dismissed that particular lawsuit.

Another lawsuit that is still pending is the First Amendment, the lawsuit that arose out of the attempts to take over the meeting of the residents council of Allen Parkway Village. That lawsuit was settled last summer, with an injunction giving us what we asked for, which was an order restraining the housing authority from interfering with the elections. The subsequent election was held in which Mr. Johnson was reelected without any housing authority interference. We are now in the process of, after one trip to the 5th Circuit, litigation the question of attorneys' fees under the Civil Rights Attorneys' Fees Act of 1976.

The fourth piece of litigation, which is just beginning, is the anticipated lawsuit against the housing authority and the Department of Housing and Urban Development, if and when they in fact grant permission to demolish Allen Parkway Village. And in connection with that, we took the deposition pursuant to the Federal rules which allow for depositions to preserve testimony of Mr. Charles Taylor, who is the former HACH official who has provided some of the more interesting information.

Chairman **Gonzalez**. I think it is startling that he should make the statement that they were ordered to pad those figures.

Mr. **Griffiths**. "Manufacture" was his term.

Chairman **Gonzalez**. And yet the testimony prepared by Professor Cuff, from a very technical standpoint and certainly impartial inasmuch as it covered a wide range of input from architectural students from the University of Texas—in Houston, I believe?

Ms. **Cuff**. Rice, Texas A&M and Houston.

Chairman **Gonzalez**. Would clearly indicate that there was something—that the decision was made, that is, they hung them first and then gave them a fair trial.

[The documents regarding status of Allen Parkway Village follow:]

EXPRESS YOUR POINT OF VIEW

CITY COUNCIL MEMBERS:

Jim Westmoreland, at large (222-4764)	Eleanor Tinsley, at large (222-5947)
Jim Greenwood, at large (222-4767)	Anthony Hall, at large (222-5935)
Judson Robinson, at large (222-4774)	Larry McKaskle, District A (222-4777)
Ernest McGowen, District B (222-5931)	Rodney Ellis, District D (222-4781)
Frank Mancuso, District E (222-4784)	John Goodner, District F (222-5937)
Christian Hartung, District G (222-5947)	Dale Gorczynski, District H (222-5943)
Ben Reyes, District I (222-5946)	

George Greanias, District C – Allen Parkway Village and Fourth Ward (222-5933)

Address for all of the above: City of Houston
City Hall
901 Bagby Street
Houston, Texas 77251

HOUSING AUTHORITY OF THE CITY OF HOUSTON

Earl Phillips, Executive Director
Housing Authority of the City of Houston
4217 San Felipe
Houston, Texas 77027

Board of Directors:
Mr. Gerry E. White, Chair
13403 Northwest Frwy. Suite 160
Houston, Texas 77040

Board of Directors:
Ms. Zinetta Burney, Vice Chair
1615 Calumet
Houston, Texas 77004

Mr. John L. Zipprich
6400 Lawndale
Houston, Texas 77023

Mr. Vidal G. Martinez
Haight and Gardner
3900 Texas Commerce Tower
Houston, Texas 77002

Ms. Char Rothrock
Houston Natural Gas Building
1200 Travis Suite 2060
Houston, Texas 77002

NEWSPAPERS

Sound-Off
The Houston Post
Houston, Texas 77001

Viewpoints Editor
The Houston Chronicle
P.O. Box 4260
Houston, Texas 77210

This pamphlet was created with support from Mr. Howard Horne, by Dana Cuff, Paul Crowther and Lenwood Johnson.
(1985)

SAVE
OUR
HOMES

ALLEN PARKWAY VILLAGE

is home to hundreds of people: parents, children, elderly, Indochinese, black, white and hispanic. We want to save it and make it a better place to live, but we need your help.

Public housing like Allen Parkway Village was started over 40 years ago for those who could not afford any other housing. In Houston alone, there are 13,000 people on the waiting list for public housing. Allen Parkway Village has 1000 apartments for low-income Houstonians. Yet the Housing Authority of the City of Houston wants to demolish Allen Parkway Village and sell the land for highrise development. The facts argue against this plan: demolition is unwise, unfair, and fiscally irresponsible.

Like other public housing developments across Texas, Allen Parkway Village can be **SAVED** and **IMPROVED**, economically.

RECOMMENDATIONS

1. Provide immediate, routine maintenance for currently occupied apartments.

2. Stop current practice of boarding up apartments as they become vacant. People on waiting list must be allowed to move in.

3. Open and rent habitable apartments that have been boarded up.

4. Rehabilitate the remaining apartments, outdoor areas, and community buildings at Allen Parkway Village.

What you can do:

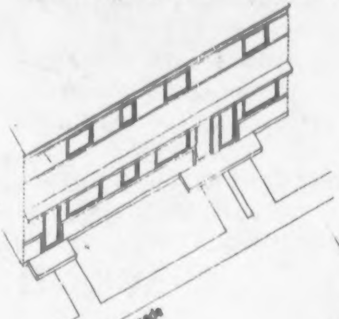
1. **Voice your opinion**. Send the letter on the last page to our mayor. Write to your councilmember, the housing authority, and the newspapers.*

2. **Offer your support** in sentiment, time, or money, by sending the other letter on the last page to Lenwood Johnson, President of the Allen Parkway Village Resident Council.

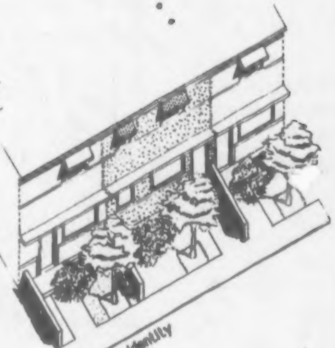
*Addresses and phone numbers are on the following page.

INDIVIDUAL APARTMENTS

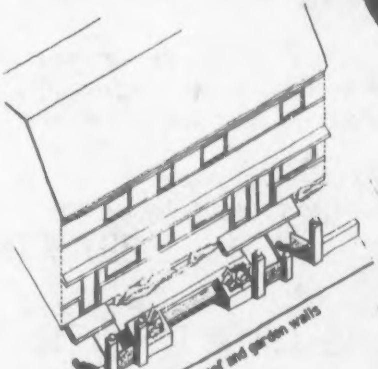
- Give each apartment its own territory and visual identity.
- Modernize worn out kitchens and bathrooms.
- Make more apartments accessible to the elderly and the disabled.



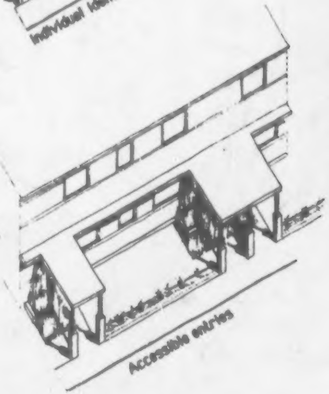
Existing facade



Individual identity



New roof and garden walls



Accessible entries

Photos by Paul Hester

ALLEN PARKWAY VILLAGE MUST BE:

SAVED

- Allen Parkway Village provides one third of all Houston's public housing for families.

- No new public housing will be built to replace Allen Parkway Village in the foreseeable future.

- With over 13,000 applicants on the public housing waiting list, Houston cannot afford to demolish 1000 apartments.

IMPROVED

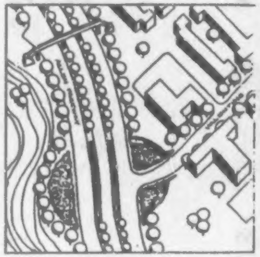
- Allen Parkway Village is structurally sound, well planned, and able to provide low-cost shelter for years to come.

- Allen Parkway Village can be renovated economically, since inexpensive changes will greatly improve existing conditions.

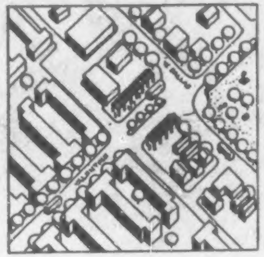
- The Housing Authority's estimates of the Allen Parkway Village land are inflated far beyond current market rates. The site remains more valuable to Houston as housing than as revenue.

COMMUNITY

- Improve auto circulation and parking.
- Provide an attractive, dignified entry along Allen Parkway.
- Improve connections to the surrounding neighborhood.



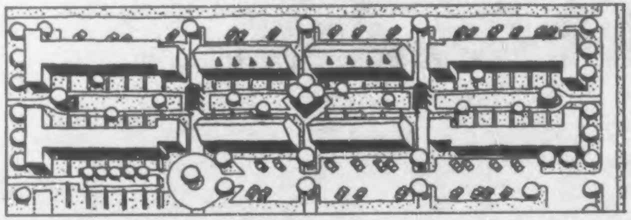
Entry on Allen Parkway



Road connecting neighborhoods

NEIGHBORHOOD

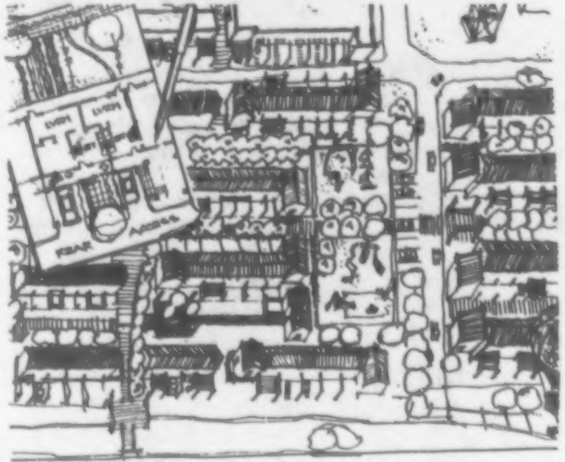
- Create neighborhood clusters.
- Define boundaries between public and private outdoor areas.
- Develop outdoor spaces for recreation and relaxing.



Roof lines, painting, planting, and walkways create clusters of opposing buildings.

SAVE HOUSTON HOUSING

Low cost alterations will improve the quality of life.



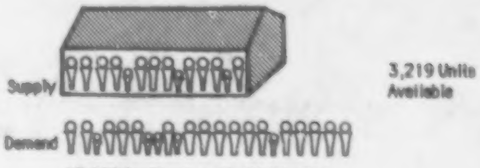
Allen Parkway Village Renovation Proposal. Murray, Stern, Tannehill, Thurston.

The housing authority did not study rehabilitation seriously when it recommended demolition. Several Texas universities organized an intensive design competition to demonstrate the many low cost renovation strategies that can greatly enhance the quality of life.

The competition highlighted three general zones for improvement at Allen Parkway Village: the community, the neighborhood, and individual apartments. The drawings on these pages show concepts that could be developed architecturally to improve Allen Parkway Village.

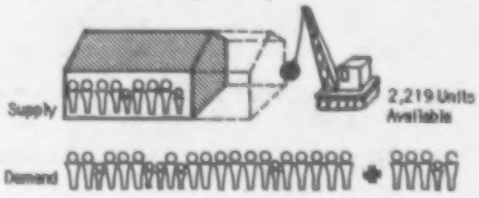
WE CANT AFFORD WASTE

The Current Housing Shortage in Houston



13,000 Applicants on the Waiting List

If Allen Parkway Village is Demolished...



The crowd of people needing low cost housing grows

LOOK AT THE FACTS

The cost of new construction is extremely expensive.

New construction: $43,000/unit
(1984 estimate)

Replacing Allen Parkway Village will cost at least $43 million. Renovation can be done for $12-15 million.

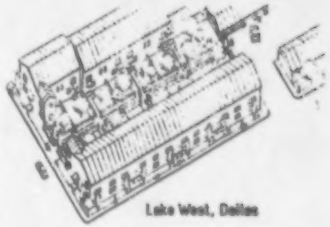
New construction plans have failed.

Spring Branch: CANCELLED
Westbury: CANCELLED
Allen-Genoa: CANCELLED

Houston's last public housing project, Kennedy Place (1982), has only 60 apartments and they each cost $48,000 to build. Since then, the Housing Authority has tried and failed three times to build new housing. If Allen Parkway Village's apartments are lost, they will never be replaced.

Allen Parkway Village is ideally located.

Allen Parkway Village's proximity to downtown is crucial to low-income residents, who have access to public transportation, jobs, medical facilities, services, and recreation.



Lake West, Dallas

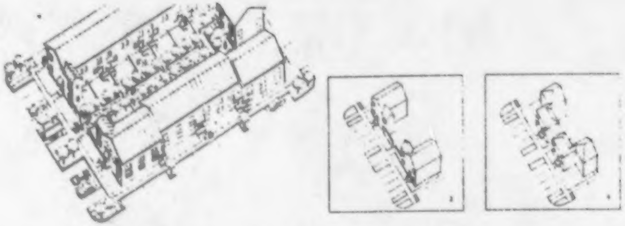
STATUS	UNITS	COST/UNIT	CITY
complete	662	$14,048	San Antonio
in progress	540	$15,000	
just beginning	3500	not determined	Dallas
nearing completion	300	$12,000	Fort Worth
in progress	126	$12,800	Austin
nearing completion	97	$10,600	
complete	1032	$7,600	El Paso

The Housing Authority knows Allen Parkway Village can be rehabilitated economically. Here are their own estimates:

1978: $10,000/unit
1982: $5,000/unit

But in **1984: $36,200/unit** ....This estimate skyrocketed so that they could justify demolition.

1985: $12,000-$15,000/unit ....This estimate from an independent contractor shows that it will be over 4 times cheaper to renovate than build new housing.



CITY	HOUSING	DATE	EXTENT OF REHAB
San Antonio	Victoria Crts.	1980-85	Complete remodeling, interior and exterior
	Alazan-Apache	1984	Complete remodeling, int & ext
Dallas	Lake West	1985+	Complete remodeling, int & ext; new site plan; new services
Fort Worth	J.A. Cavillo Pl.	1984	Remodeling, interior & exterior
Austin	Rosewood	1983	Remodeling, interior & exterior
	Santa Rita	1982	Remodeling, interior & exterior
El Paso	(3 Projects)	1982-84	Complete remodeling, int & ext

...we can do it in HOUSTON.

Allen Parkway Village is a well planned housing development that **CAN** be renovated.

- It is in excellent structural condition despite decades of neglect. It is concrete frame construction with masonry walls 10-13 inches thick.
- The buildings are laid out so that every apartment gets light and ventilation from at least two sides, sounds do not carry between apartments, no entry is above the second floor, and children can play safely away from traffic.

The cost of rehabilitation is reasonable.

Clayton Homes (1984):	$8,500/unit
Kelly Village (1984):	$12,000/unit

So why should Allen Parkway Village cost $36,200/unit, according to the housing authority?

Because the Housing Authority's estimate is grossly inflated. For example, they estimate a front door for Allen Parkway Village at $385; but the same door for Kelly or Clayton homes will cost them only $120. Independent estimates for rehabilitating Allen Parkway Village place the true cost between $12,000 and $15,000 per unit.

Funds for rehabilitation are available.

The Comprehensive Improvement Assistance Program (CIAP) is a federal program designed specifically to assist the rehabilitation of public housing. Other Texas cities have used CIAP funds as well as Urban Development Action Grants and private funding to rehabilitate their public housing.

Public Housing is being renovated all over Texas

Rehabilitation of over 6000 public housing units is in progress or has been recently completed in other Texas cities. On average, the renovations have cost only $12,000 per apartment.

Before

After Victoria Courts, San Antonio.

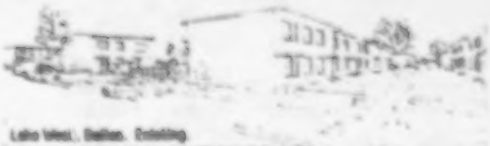
Joint venture of Perez and O'Neill; Neuman, Dockery, Noonan and Rogers; Andrew Perez, principal in charge.

Before

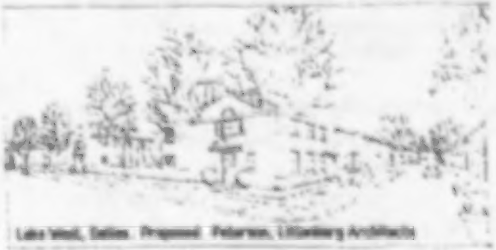
After

Before

After



Lake West, Dallas. Existing



Lake West, Dallas. Proposed. Peterson, Littenberg Architects

TEXAS REHABILITATES

If they can do it in

DALLAS
AUSTIN FORT WORTH
EL PASO SAN ANTONIO...

Mr. Lenwood Johnson
President, Resident Council of
Allen Parkway Village
P.O. Box 21371
Houston, Texas 77226

Dear Mr. Johnson,

I have read your brochure about Allen Parkway Village and want to be included among those who support rehabilitation. Houston should not destroy valuable public housing and dislocate all the residents when there are feasible alternatives.

I have indicated below how I might help in the effort to save Allen Parkway Village.

Sincerely,

signature ______________________ date

☐ Willing to include my name among APV supporters
☐ Willing to contribute time to help fight demolition
☐ Willing to contribute services (indicate kind below)

____

☐ Monetary Contribution Enclosed (check payable to "Lenwood Johnson, Pres., APV Resident Council")

☐ Other ______________________

Mayor Kathyrn Whitmire
City of Houston
P.O. Box 1562
Houston, Texas 77001

Dear Mayor Whitmire,

I believe Houston should save and improve its scarce supply of low cost housing. I understand that Allen Parkway Village is in sound condition and can be rehabilitated. Houston should not destroy valuable public housing and dislocate all the residents when there are feasible alternatives.

Please register my dissaproval of plans to demolish Allen Parkway Village and my recommendation to save and improve this housing.

Sincerely,

signature ______________________ date

MEMORANDUM IN OPPOSITION TO THE HOUSING AUTHORITY OF THE CITY OF HOUSTON'S APPLICATION FOR PERMISSION TO DEMOLISH ALLEN PARKWAY VILLAGE

Submitted on behalf of the
Allen Parkway Village
Resident Council by:

American Civil Liberties Union
and
Gulf Coast Legal Foundation

I.
INTRODUCTION

The Housing Authority of the City of Houston's Application for Demolition of Allen Parkway Village (hereinafter "Application") deliberately paints a depressing picture of the physical condition of Houston's largest low-income housing complex in order to secure this Department's approval of a long-standing Housing Authority of the City of Houston goal. Not only is the Application overly bleak in its description of Allen Parkway Village ("APV") but its description completely ignores the vibrancy of the social fabric that exists within APV's boundaries. That vibrancy is captured in the following excerpt from an unpublished manuscript by Rice University Professor of Architecture Dana Cuff:

> The structurally sound and, and to some architectural eyes, elegant buildings with large open spaces provide a setting for one of the liveliest neighborhoods in Houston. Allen Parkway Village has the best basketball game in town, an active soccer contingent, a wild crew of Big Wheel riders, a strong urban farming system of small vegetable plots, and a large congregation of Indochinese who hold their religious ceremonies under the band shell.

Precisely because APV is home to several thousand low income tenants and has room for several hundred more in a city which has some five thousand families presently waiting to secure low income housing,* has the Resident Council of APV voted to oppose the Housing Authority of the City of Houston's (hereinafter "HACH") demolition request.* Moreover, because HACH's Application does not comply with applicable federal law the Resident Council requests that this Department reject HACH's Application, favoring instead the Department's own strategy concerning the modernization of APV for which purpose funds were designated as early as 1979.

II.

HACH'S APPLICATION DOES NOT COMPLY WITH FEDERAL REQUIREMENTS FOR DEMOLITION AND THEREFORE MUST BE REJECTED

Public Housing Authorities are obligated by the United States Housing Act, the National Housing Goals and the Annual Contribution Contract to provide decent, safe and sanitary housing to low income tenants. See, 42 U.S.C. §§1437, 1441 and 1441A. Having accepted loans, contributions and operating subsidies to develop and operate low income housing, HACH is obligated to maintain APV in decent, safe and sanitary conditions. As stated, this duty is intended to benefit families of low income. Before tenants may be deprived of this benefit, HACH must show compliance with 42 U.S.C. §1437p, wherein Congress has recently set out the standards which must be met before the Secretary may approve an application by a public housing authority to demolish public housing. *See*, 42 U.S.C. §1437p. Not surprisingly, the legislative history of that section makes it clear that Congress disfavors demolition:

---

*See, Technical Report: Allen Parkway Village/Fourth Ward, Prepared for Housing Authority of the City of Houston, September 1983, hereinafter "Technical Report".

* A copy of the Resident Council's Resolution expressing the tenants' opposition is annexed as Appendix "A" to this memorandum. Copies of letters of opposition signed by individual APV residents are annexed as Appendix "B". Copies of petitions opposing demolition signed by APV residents are annexed as Appendix "C".

> *As long as a shortage of low rent housing persists, the Committee believes that every effort should be made to retain the present stock of public housing*. However, some public housing buildings are so obsolete by their condition, location, or other factors that no feasible program of modification can return the buildings to useful life. The bill therefore includes reasonable and workable restrictions which nevertheless allow the demolition and/or disposition of public housing projects or parts thereof, *if there is no reasonable or viable alternative to bring the project back to useful life*. If the condition of the project is such that it would be less expensive to demolish and replace it than to rehabilitate it, or if the location is such as to preclude use, or the density is so high that the project should be "thinned out", the Secretary may approve an application under this section only if families to be affected, and local government officials, have been consulted. Any tenants to be displaced must be given assistance to relocate to other standard housing.
>
> ...
>
> The Committee believes that priorities for the public housing program at this time should be the modernization of existing structures and the completion of projects that are already in the pipeline. (Emphasis added.)
>
> 1983 U.S. Code Cong. & Ad. News 1809-1810.

Prior to the enactment of 42 U.S.C. §1437p, this Department adopted a similar view stating in the Code of Federal Rules "that demolition or disposition shall be used only as a last resort." 44 Fed. Reg. 65,368 (1979). Thus, the Department's policy as stated at 24 C.F.R. §870.4 is:

> ... to conserve and maintain the existing stock of low income public housing to the maximum extent consistent with considerations of need and feasibility. Unless it can be demonstrated that a project, or a portion of a project, is excess to local needs for low-income housing, every reasonable effort will be made by HUD and the PHA to keep the property within the low-income housing inventory. If a project, or a portion of a project, is determined by HUD as not excess to local needs, but reasonable effort shall be made to return it to a condition suitable for housing use, through the Modernization Program or other means. Accordingly, HUD will limit approval for demolition or disposition to those cases where such action can be fully justified in accordance with the criteria set forth under this part.

HACH's application must therefore be judged by the standards set out at 42 U.S.C. §1437p and 24 C.F.R. §870 et seq.

a.

HACH Has Not Made Every Reasonable Effort To Keep APV Within the Low Income Housing Inventory

HACH has failed to comply with any of the requirements set forth in 42 U.S.C. §§1437, 1437p, 1441, 1441A or 24 C.F.R. §870.4 (quoted above). HACH cannot prove that APV "is excess to local needs". Indeed, in its Technical

Report, the basis upon which HACH supposedly predicates its demolition decision, it is stated "At present, HACH has a waiting list of more than five thousand families who are eligible for public housing and other subsidy programs." at I-1. Given this fact HACH was obligated to make every reasonable effort to keep the property within the low income housing inventory. It has failed to do this.

By 1978 HACH recognized that APV was in need of serious repairs. As a result HACH sought funds for modernization of APV under the Public Housing Urban Initiative Program. The following year HACH was granted no less than ten million dollars for this purpose. HACH, however, over the next three years spent a mere fraction of this money. Indeed, by the later part of 1982 Earl Phillips, HACH's present Executive Director, could certify that only $653,037.00 had been utilized. See, United States Department of Housing and Urban Development, Comprehensive Improvements Assistance Program Schedule/Report of Modernization Expenditures, submitted October 29, 1982.

The reason for this astonishing negligence is provided by the series of letters from HACH to this Department beginning in 1981 requesting permission to dispose of APV in order to cash in on its land which it viewed as prime real estate in this ever growing city. Thus, even though HACH would concede "APV is not excess to local needs for low income housing" and further admit that "rehabilitation is feasible by the definition by 24 C.F.R. 870.6(a)(2)"(See, p. 6 of the memorandum accompanying November 6, 1981, correspondence from J. L. Philips, HACH Board Chairman, to Mr. Samuel Pierce, HUD Secretary), HACH did nothing to utilize the ten million dollars to begin modernization. Nor did HACH undertake any action concerning modernization during the next half year when it would again propose the sale of APV while making the same concessions cited above. See, p. 8 of the memorandum accompanying March 12, 1982 correspondence from William McClennan, HACH Executive Director, to Phil Abrams, General Deputy Assistant Secretary for Housing.

By the end of 1982, however, HACH again recognized the serious need for repairing APV. Indeed, at long last a detailed proposal was forwarded to this Department outlining exactly what HACH would do to ensure "safe and sanitary conditions" at APV. By the same proposal HACH requested that $5,676,300.00 of the original ten million dollars be made available to accomplish this rehabilitation. See, September 27, 1982 correspondence from Earl Phillips, to Jim Wilson, United States Department of Housing and Urban Development. Yet, astonishingly, at the very same time that HACH made its request for Department modernization funds, Mr. Phillips informed this Department that HACH had still not decided whether it wished to fully modernize APV in light of its earlier stated intention to dispose of the property. Id. This Department refused to release the millions requested given the possibility that HACH would shortly thereafter abandon APV en toto. Unfortunately, the Department never attempted to use its power to ensure APV's existence by releasing the requested money on condition that APV be kept within the low income housing stock for a specified period of years.

In light of the foregoing, it is simply incontrovertible that HACH has not undertaken, "every reasonable effort to ... keep (APV) within the low income housing inventory." 24 C.F.R. §870.4.

b.

The Physical Plant of Allen Parkway Village Is Not Obsolete Making it Unusable for Housing Purposes

According to 42 U.S.C. § 1437p the Secretary of this Department may authorize demolition of public housing only if such housing is obsolete, "as to physical condition, location or other factors, making it unusable for housing purposes." HACH claims that APV is obsolete because of physical condition and location. As will be shown below, HACH has both misinterpreted the language of 42 U.S.C. §1441p as well as misrepresented the facts concerning APV in order to secure this Department's approval. The facts concerning APV are not such that this Department can grant HACH's application if the language of 42 U.S.C. §1441p is correctly interpreted.

The statutorty language at issue focuses upon obsolescence which makes a project "unusable for housing purposes". HACH has pointed to nothing which would justify a conclusion that APV is unusable for housing purposes. Notwithstanding HACH's neglect of APV's physical plant· the buildings of APV remain structurally sound according to architects intimately associated with the complex. The fact that APV shows continuing structural integrity according to Karl Kamrath, an architect who assisted in its design, is attributable to:

> Our design (which) placed great emphasis on structural integrity. Built of reinforced concrete framing, the masonry walls are some 10 to 13 inches thick. Such sturdiness was deliberately designed into the complex in order to keep maintenance needs to a minimum.
>
> See, Kamrath affidavit annexed at appendix "D".

Moreover, according to Thomas McKittrick, President of the Texas Society of Architects:

> Indeed, it should be noted that given the masonry and concrete materials used in building Allen Parkway Village this complex, with proper maintenance, will probably hold up better than new structures which are made of wood, gypsum board and plywood.
>
> See, McKittrick affidavit annexed at appendix "E".

That APV is not so obsolete as to render it unusable for housing purposes is significantly countered by the fact that several hundred families presently live there. These families are vehemently opposed to demolition (see, Appendices "A", "B" and "C"). Moreover, there are numerous persons on HACH's waiting list attempting to secure housing at APV. One would expect to find neither effort to remain nor attempt to secure housing in a facility which was so obsolete as to be unusable for housing purposes.

Finally, according to Mr. McKittrick, none of the items identified by HACH in its Application, upon which it bases its demolition decision are insoluble. See, McKittrick affidavit ¶5(a)-(f). Indeed, HACH concedes as much in its Application stating that none of the problems enumerated therein are unique to APV. Faced with similar problems at its other projects HACH has chosen to rehabilitate rather than demolish. In light of APV's integrity there is no reason why rehabilitation in this instance would not be feasible.

C.

Rehabilitation of Allen Parkway Village is Feasible

Both 42 U.S.C. §1437p and 24 C.F.R. § 870 et seq. contemplate that where rehabilitation is feasible demolition shall not be authorized. According to the faculty members of three major universities (Rice, The University of Houston and Texas A&M), rehabilitation is feasible in this case. Further these professors sponsored a charrette (i.e. an intensive design competition) to create rehabilitation plans for APV. See, Hewitt affidavit annexed as appendix "F". The results of the charrette disprove HACH's contention that "no reasonable program of modification is feasible to return the project to useful life." See, Application at p.5.

The charrette guidelines specifically required its participants to consider the factors which led HACH to contend that even complete rehabilitation could not "enhance the project's livability substantially". See, HACH Technical Report, XI-3, and Hewitt affidavit ¶¶3 and 13. So many of the teams achieved major enhancement of "livability" that first place had to be awarded to two designs by the judges.* Both of these designs (photographs of which are attached to the Hewitt affidavit as Appendix I and III) provide individual residents of APV with greater privacy through the creation of front and back yards, better access to parking, community space and surrounding neighborhoods. Moreover, one of these eliminates APV's institutional look entirely through the addition of pitched roofs. Finally, both accomplished their goals at costs substantially lower than those contemplated by HACH's Technical Report. Thus, while HACH's Technical Report (see, Exhibit "A" at X-6/7 of that document) estimates that $10,421,620.00 is needed for all exterior work, the charrette designs estimate the equivalent work in one case as costing $3,775,500.00, and in the other as costing $5,064,895.00 (see, Appendix II and IV attached to Hewitt affidavit).

---

* The designs were judged by a panel consisting of the following individuals: Mr. Aldo Rossi, faculty member of the University of Venice, whose text, Architecture of the City, is internationally acclaimed; Tom McKittrick, President of the Houston Chapter of the American Institute of Architects; O. Jack Mitchell, Dean of Rice School of Architecture; and Lenwood Johnson, President of Allen Parkway Village Resident Council.

The fact that HACH's Technical Report estimates the full rehabilitation cost of APV at $36,000,000.00, or $36,000.00 per unit (see, Exhibit "C" at X-10 of that document) says more about HACH's desire to demolish APV than it does about the true cost of rehabilitation. That HACH has no desire to save APV is revealed by the correspondence dating back to 1981 already cited in this memorandum. That this desire effected HACH's estimate is revealed by comparing its rehabilitation estimates for Kelly and Clayton Homes (which work is being done) to its estimate of APV rehabilitation (which work is not being undertaken).

Thus for example while the dwelling units at Kelly and Clayton Homes according to HACH are "in severe need of painting" such work can be accomplished at $300.00 per dwelling unit. See, p. 8 of Comprehensive Improvement Assistance Program, Comprehensive Accessment/Program Budget, part II-Supporting Pages, p. 8 of 9 pages signed by Earl Phillips, August 15, 1983. However, the same work at APV supposedly will cost $1,316.66 per dwelling unit. See, p. 3 of working papers upon which Exhibit "C" of HACH's Technical Report is based, obtained through Texas Open Records Act request and attached as Exhibit "G". Similarly, it is estimated that to replace existing water heaters in Kelly and Clayton Homes will cost $175.00 per unit, but $420.00 to accomplish the same at Allen Parkway Village (see the documents cited above). Further, smoke detectors which cost $15.00 when placed in Kelly or Clayton units miraculously become $65.00 when installed in an Allen Parkway Village unit (Id.). This comparison could go on at great length, but the point should be clear that HACH, having no interest in rehabilitating APV has not presently attempted to forward this Department an estimate which would make rehabilitation appear feasible.

Yet HACH has supplied this Department with a detailed proposal for repairing APV, estimating that such work would require $5,676,300.00. See, September 27, 1982, correspondence from Earl Phillips to Jim Wilson. When this figure is compared with the cost of rehabilitating Kelly ($4,020,306.00) and Clayton ($2,938,332.00) (see, September 22, 1983 correspondence from James Wilson to Earl Phillips) it is clear that rehabilitation of APV is feasible under the standards set out at 24 C.F.R. 870.6(2).

HACH by law should therefore be required to "make every reasonable effort to return (APV) to a condition suitable for housing use." 24 C.F.R. § 870.4.

d.

APV is not Obsolete Making it Unusable For Housing Purpose Because of its Location

Recognizing the weakness of its demolition request based on physical obsolescence, HACH seeks to bolster its request by stating that APV is obsolete because of its location. Nothing could be further from the truth.

APV is bounded on the north by Allen Parkway. As a result, residents of APV have easy access to one of the most idyllic playgrounds in the city. Indeed, tens of thousands of dollars were recently spent to restore the natural beauty of the bayou which runs through the Parkway. Further, large sums of money have also been spent to upgrade the recreational facilities of the area. Thus, whatever change has recently occurred to the north has been for the better as far as APV tenants are concerned.

APV is bounded on the east by the central business district of Houston. This proximity to the CBD is perhaps the greatest benefit of APV's location. Within walking distance APV residents have access to one of the largest labor pools in the city. For low-income tenants attempting to break through the barrier of poverty access to employment, however menial, is an imperative. No single other location offers those on public assistance such opportunity. Further, such proximity means that APV residents are within walking distance of: city hall, federal and state courts, the central branch of Houston's public library, and the headquarters of the Houston Police Department and Houston's YMCA. Access to these facilities can only be viewed as enhancing the quality of life for tenants at APV.

To the south of APV lies the Fourth Ward. HACH's own Technical Report describes this area in the following terms:

> Although the residents of the neighborhood are economically poor, there is a strong sense of pride and cohesiveness that runs throughout the neighborhood. This neighborhood solidarity has been discovered over and over by researchers studying the area. This strong neighborhood identification with the Fourth.Ward as the "Mother Ward for Black Houston" is not limited to residents of the area. However, many of the city's Blacks have "roots" in the Ward and thus, can identify readily with the area's fate.
> See, II-5.

The Technical Report concedes the vibrancy of the fabric of life of the Fourth Ward which is home to some sixteen churches and two community organizations. See, III-1,2. Finally, it should be noted that the Technical Report concludes that the crime rate in this community is lower than other adjacent Houston neighborhoods. See, III-4. Thus, at present, this residential community in no way detracts from the health or safety of the tenants of APV.

Finally, APV is bounded to the west by Jeff Davis Hospital, which according to the Technical Report "primarily provides indigent maternity care; more babies are delivered at Jefferson Davis annually than other single Houston hospital." See, III-3. Nothing more need be said about the value to APV residents of the proximity to such an institution.

Thus, it is ludicrous to assert as HACH has in its application at p. 5 "the changes taking place in the neighborhood dictate that the project will become unusable for public housing purposes". Indeed, it is precisely because the changes occurring around APV make this area of Houston attractive for the well to do that HACH seeks to relocate the poor people of APV from this area.

e.

Additional Reasons Necessitating the Rejection of HACH's Demolition Application

Finally, it should be noted that even if APV were obsolete either because of the physical condition or location (which as shown above, it is not) HACH's plan would still have to be rejected on the following grounds:

1. It was not developed in consultation with the tenant's organizations as is required by 24 C.F.R. §870.7. Indeed, at no point has HACH seriously considered the concerns of the resident council of APV as set forth in their Resolution of November 20, 1983. See, Exhibit "A". Indeed, HACH has attempted to silence Resident Council Officers who have registered opposition to the demolition plan. HACH has during the last year, as part of its effort to silence tenant opposition, denied the officers access to copying machinery, locked them out of the community building, and attempted to unseat such officers by scheduling and

then controlling a Resident Council election. This last action put HACH in federal court as a defendant where it agreed to cease its unconstitutional activity. See, Agreed Order annexed as Exhibit "H".

2. Although HACH states its commitment to replace APV's units on a one-to-one basis, HACH's proposal will not accomplish this. Given the overwhelming need for low income housing in Houston, 24 C.F.R. 870.6(1) requires that any demolition request that HACH might make must be accompanied by "a plan for replacement housing on a one-to-one basis". HACH's Application fails to do this. While HACH claims that it will make units available to any tenant forced to move from APV the vast majority of these units will be provided by either rehabilitation of existing sites or Section 8 programs, which means that there will be fewer units available in the city as a whole than existed prior to APV's demolition. Yet, if this were not reason enough to reject HACH's proposal the proposal should be rejected because it rests on a fundamentally unproven premises: that HACH can build a total of 550 brand new units.

During the last two years HACH has on several occasions attempted to create new low income projects. Each of the last three attempts has been blocked by either informal or formal community opposition (copies of the last two injunctions blocking HACH work are attached as Appendix "H"). Given this poor track record (which it should be noted involve the building of projects no larger than 86 units) it is inconceivable that HACH will suddenly be able to build 550 new units anywhere in the vicinity of Houston.

Thus, HACH has not--indeed cannot--meet the requirements of 24 C.F.R. 870.6(1).

3. HACH's application does not detail that it has secured the necessary A-95 clearance required by 24 C.F.R. §870.9 nor has it complied with the dictates of the National Environmental Policy Act of 1969 as required by 24 C.F.R. §870.8.

Wherefore, based on all of the foregoing reasons, HACH's application to demolish APV must be rejected by this Department.

Respectfully submitted,

Stefan Presser
Stefan Presser
American Civil Liberties Union
1236 West Gray
Houston, Texas

Susanne C. Seré
SUSANNE C. SERE
Gulf Coast Legal Foundation
5009 Caroline
Houston, Texas 77004
(713) 522-5383

ACLUA

APPENDIX A

RESOLUTION

WHEREAS. True compassion is absent when self-proclaimed "sensitive" public officials find the living conditions of poor people so intolerable they would destroy, over the protests of the residents, a neighborhood which is home to 6,000 people in the slight hope of upgrading and expanding public housing;

WHEREAS. The Housing Authority of the City of Houston (HACH) redevelopment plan for the Fourth Ward ignores the evidence assembled by its consultants which indicates the Fourth Ward is not threatened by private development and is successfully functioning as a low income neighborhood where families and individuals are secure with a sense of community and from where people have historically launched themselves into productive lives free of poverty and public assistance;

WHEREAS. The decision by HACH to push redevelopment of the Fourth Ward sidesteps fundamental questions about putting the public sector into commercial partnerships, and the use of government to force land use changes;

WHEREAS. The claim by HACH officials that they have moral responsibility to decide the future of the Fourth Ward is firmly and wholeheartedly rejected by the residents of the ward;

WHEREAS. The claim by HACH officials that they have a right to decide what future course would bring the greatest benefit to the ward and Houston in general, and use eminent domain and tax money to force land use changes on Fourth Ward owners and residents is firmly denied by the residents of the ward;

WHEREAS, HACH and the city of Houston have no right to interfere in the lives of the owners and sidents of the ward nor control the property of the owners through use of eminent domain;

WHEREAS. Only an individual property owner or resident can know what is best for himself or herself;

WHEREAS. The promise by HACH to produce a "comprehensive plan" which would accomodate the rights of all concerned parties as well as the fluctuating goals and needs of such parties (the owners and residents of the ward and, ultimately, all taxpayers) is pretentious and humanly impossible, and would result in the interests of the politically strong dominating those of the politically weak.

WHEREAS. Demolition of Allen Parkway Village would force HACH to develop up to a dozen new housing projects throughout Houston and remove much acreage from the tax rolls;

WHEREAS. HACH is obliged by federal regulations to develop new projects in suburban neighborhoods with low minority populations;

WHEREAS. The HACH reputation as a landlord leads many citizens to firmly oppose development of public housing in their neighborhoods;

WHEREAS. Creation of new public housing projects will cause political upheaval in all city council districts where they are placed;

WHEREAS, The cost of replacement housing vastly exceeds the cost of rehabilitation of APV, from a minimum of 175% more to as much as 800% more;

WHEREAS. HACH has refused since 1978 to use federal money available to it for APV rehabilitation because HACH will not agree to meet the terms of the grant to preserve the APV on a long-term basis;

WHEREAS. The fact that 5,000 families and individuals are waiting placement in public housing shows that HACH should quickly move to accomodate as many as possible by rehabilitating all its projects to a practical living standard, rejecting "gold plated" rehabilitation.

WHEREAS. HACH is a callous proprietor of public housing for its policy of keeping units vacant in the APV (now up to 250) and its other projects (apparently to ease eventual relocation of APV tenants);

WHEREAS. The current policies of HACH are forcing many public housing tenants and applicants into the private housing market. which would be sizeably shrunk by the HACH plan to spur redevelopment of the Fourth Ward;

WHEREAS, The public-private partnership HACH is planning to guide Fourth Ward redevelopment unrealistically assumes the cooperation of 20 governments. agencies and interest groups which have many divergent priorities. and neglects the consequences of political discord;

WHEREAS. The necessary and hoped for cooperation among the aforementioned entities would absorb large amounts of time and energy of our elected and appointed officials who are already hard pressed by ordinary duties:

WHEREAS. The HACH plan to create and participate in a "public-private" partnership means tax money and powers of eminent domain could be misdirected to serve private interests;

WHEREAS. The prudence required for financial decisions by public officials is always in jeopardy from political pressure;

WHEREAS. The technical report relied on by the HACH board ignores the dismal history of similar plans in other cities;

WHEREAS. The 296-acre forced development plan adopted by HACH which focuses on 68 acres north of West Dallas and entails expenditures and development in 228 acres south of West Dallas. is casually defined and fraught with risk for the taxpayers;

WHEREAS. The course of action HACH is pursuing would commit uncalculated millions of dollars in infrastructure subsidies to participating developers;

WHEREAS. The planned diversion of federal programs. city bond monies and services into Fourth Ward redevelopment means city council districts other than District C would lose their fair share of governmental services and expenditures;

WHEREAS, A government-assisted, masterplanned mixed-use development next to downtown means that homeowners. businessowners and developers whose investments are in activity centers apart from downtown would be subsidizing a competing center with their tax dollars;

WHEREAS. Promises by HACH to preserve a few blocks in the ward for historical purposes. create a black history museum in old Gregory Elementary School, provide new community services. affirmative action jobs. visual access to Buffalo Bayou. participation in an advisory committee, etc.. are (if even fulfilled) only token compensation for the loss of homes. churches. stores. and social fabric which are the source of the pride and the solidarity which mark the ward.

WHEREAS. The frequently repeated promise by HACH to build housing for the elderly repeats the pattern of housing authorities in other cities under establishment pressure to dispose of old innercity projects. and treats the class of elderly poor as a pawn in the HACH strategy to soften local political resistance and win regulatory approval from its federal overseers;

WHEREAS, A privately run society to protect the Fourth Ward designed to leverage natural market forces by acquiring key lots in the ward (particularly on the edges and along arterial streets. to obstruct blocking-up at the most attractive beginning points for development) is the only pragmatic way to guarantee preservation of the ward; and

WHEREAS, Reliance on existing market conditions and a non-coercive private organization avoids violating the rights of owners and residents and an inequitable diversion of public resources; Now, therefore, be it

RESOLVED That [this organization] instruct its seven representatives on city council to exert their full influence on HACH to rehabilitate Allen Parkway Village and abandon all plans to forcibly redevelop the Fourth Ward, and be it further

RESOLVED That all groups and individuals concerned with preservation of the Fourth Ward be invited to organize a private society to purchase key ward lots to enhance existing market conditions which have long protected the ward.

Approved: November 20, 1983

Resident Council of Allen Parkway
Village

Special Call Meeting

Lenwood E. Johnson, President

Pearl La-Fell

Pearl LaFell, Assistant Secretary

APPENDIX B

SEE THE ACCOMPANYING VOLUME

APPENDIX C

June 12, 1984

1

PETITION

Dear,

Mrs. Mayor of City of Houston
The Council Members of City of Houston

I, Lenwood Johnson, President of Allen Parkway Village and all of residents in Allen Parkway Village undersign to ask your pleasurable consideration for us to stay in Allen Parkway Village.

Copies to:
Mr. James M. Wilson
U.S. Department of Housing and Urban Development
Gulf Coast Legal Foundation
The Council of Vietnamese Community of Houston,
"Ask for study and help."

Lenwood Johnson, Pres.

THỈNH NGUYỆN THƯ

Kính gửi,
Bà Thị Trưởng Thành Phố Houston.
Đồng Kính gửi.,
Ông Chủ Tịch Hội Đồng Thị Xã.

Thưa Quí Vị,

Tôi, Lenwood Johnson, chủ tịch làng Allen Parkway và Toàn Thể những người đang cư ngụ trong làng. Đồng ký tên dưới đây. Kính Thỉnh cầu quí vị vui lòng cứu xét cho chúng tôi được ở lại làng Allen Parkway.

Bản sao kính gửi:
Mr. James M. Wilson
U.S. Department of Housing and Urban Development
Luật Sư Đoàn
Hội Đồng Chỉ Đạo Cộng Đồng Việtnam,
"Để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

	Name Họ và Tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
1	Ly Koc Wong	124	951-9483	25	Koc Wong
2	~~[illegible]~~	~~2037~~	~~650-[illegible]~~	~~42~~	~~[illegible]~~
3	Nguyen Lan Thi	237	350-1448	40	Nguyen Lan Thi
4	Huỳnh Thị Nhứt	241	759.0939	48	HUỲNH THỊ NHỨT
5	NGUYEN V-TU	252	7570493	31	Tu-V-Nguyen
6	Ngo Thanh thuy	255	654-9775	45	Ngo thanh Thuy
7	Tao chu Le	154	658-9643	60	
8	Huyền Nguyễn	257	651-1532	43	Huyen Nguyễn
9	Tran Dan	256	651-1632	80	Tran Dan
10	Hoang thi thuy linh	264	9510743	27	
11	Trần thị Hiền	164	7570142	25	Hien

Petition Continue

2

Name Ho và tên	Apt # So nhà	Telephone Dien Thoai	Age Tuoi	Signature Chu ky
Ngô Thi Cuc	166	654 1274	28	Cuc
Huyen phuoc [illegible]	353		38	phuoc
Huong Q. PHAN	353 #4	757-1014	74	[illegible] Huong
Pham Dung VAN	350#	658-9916	29	PhanDungvan
PHAN DUC VAN	425/c	658-8282	26	phan van dan
Dang thi Su	346	650 8385	61	Su
Nguyen Viet Luan	394	759-0417	31	Luan
[illegible] thi thâm	436	~~NA~~		Thâm
DAO HAI	34[illegible]	7596051		Hai
Nguyen THI Chi	338	650 8810	37	chithinguyen
CHU CHINH M	535	651-7823		CHINH M
[illegible]	327	652-0696		3 6 gia
Nguyen [illegible]	326	~~650-8~~	58	[illegible]
VO DUC	325	650.8136	34	[illegible]
phan kim tue	429	658.0998	69	[illegible]
[illegible]	437	759-9321	68	[illegible]
Nguyen [illegible]	438	757-1055	52	Nguyen [illegible]
Nguyen Thi [illegible]	441	757-2280	42	[illegible]
DAO-HAI	341	759-6257	48	Dao HAI
NGUYEN-V- PHU	444	759-9951	52	Nguyen Van Phu
Cydavong Bounthiam	445	650.0008	42	Cydavong Bounthiam
[illegible]	450	459 [illegible]		44 [illegible]
[illegible] sau	560			63 [illegible]
Ngo LAM mau	559	650-0729		61 mau
Nguyen Hai THUONG	558	654 0170		83 W
Do TE Thuong	552	951-9158		Doteuthuong
Nguyen Thi Hieu	550	757-1015	40	Nguyenhieu
NGuyen Hoa Thi	650	0135		Nguyen Hoa Thi
Nguyen Lam Thi	539		36	Lam
[illegible] DUC VO	538	650-0721	55	[illegible]
Tea NGA BUN	527	759-1471		Seav Lang Tea
TOAN NGUYEN	525		21	Toan Nguyen
Nguyen Thi Thuy	524		25	[illegible]

14

Petition Continue

Name Họ và tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ ký
45 Nguyen thi Dong	623	759-0271	72	Dong ky
46 Tran thi Ba	636		75	Tran Ba
47 Tran Van Nghiem	529	757-1034	55	TRAN NGHIEN
48 Phan thi Bong	642	6511989	40	Bong
49 Khanh Thi Dung	B/44	6501229	29	
50 Thieu Phac To	654.5072		56	THIEU
51 [illegible]	654 8084		44	[illegible] 648
52 Do Van [illegible]	649	9519108	48	[illegible]
53 Trần Kim Thi	651	650-1597	1952	Kim
54 To Tran Co	653	759-0257	1949	To Tran
55 Nguyen van Kha	652		Tuổi 57	
56 Bach van Bui	661	651-0709	41	Bach
57 Nguyen Quang Tri		759-0[illegible]11	56	Tri
58 Thai Nghi	665	757-0823	78	Nghi
59 PHAM TUAN TRAN	767	757-7954	24	
60 Tu Kim	758	[illegible]		Tu Kim
61 LIN CHOV CHHAY	759	651-8089	75	LIN CHOV CHHAY
62 HUYNH QUE THIEN	756	651-9197		Thien
63 MAO [illegible] VAN	754	No Tel	84	
64 CHAU VAN [illegible]	[illegible]	[illegible]	30	chau van [illegible]
~~[illegible]~~	~~744~~	~~[illegible]~~	~~[illegible]~~	~~[illegible]~~
65 Vu-Thi-HANG		951-9420	33	Hang
66 Huynh giang Thanh	73[illegible]	668 9287	88	Thanh
67 Trần Thi	Thi 733		90	Trầm
68 TRIEU BAC HY	731	658-8184	32	HY
69 KHOV CHOU	729	658 9380	54	CHOU
70 MINH HUYNH	730	650-0779	73	MINH HUYNH
71 Hoa Nguyen	723	650-6058	52	Hoa
72 Đinh Phat Van	336	651 3155	32	Đinh phát Van
73 Lê DAY VAN	330	651-0669	43	DAY
74 !				

June 12, 1984

PETITION

4

Dear,
Mrs. Mayor of City of Houston
The Council Members of City of Houston

I, Lenwood Johnson, President of Allen Parkway Village and all of residents in Allen Parkway Village undersign to ask your pleasurable consideration for us to stay in Allen Parkway Village.

Copies to:
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The Council of Vietnamese Community of Houston,
"Ask for study and help."

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Hội Đồng Chỉ Đạo Cộng Đồng Việtnam,
"Để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

	Name Họ và Tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
75	NG THUONG KHAN	54	655-3370	61	
76	NGUYEN THOAI HAI	158	658-8926	48	Nguyen Hai Thoai
77	LAI DUC NGO	1839	7579783	46	Lai Duc Ngo
78	MAI YEN	140	654-0852	40	Mai Yen
79	~~[illegible]~~ Trin Nguyen	135-136	651-9503	35	Trin Ngu
80	TINH	137	654-1793	69	TINH
81	LAN THI NGUYEN	133		42	Lan
82	NGUYEN LONG VAN	146		54	
83	Pham Thi Loc	127	650-0523	49	Pham Thi Loc
84	Kim Thai	186	797 9861		Hai
85	Bich Van Doan	128	958-9965	75	

June 12, 1984

5

PETITION

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Mr. James M. Wilson
U.S. Department of Housing and Urban Development
Luật Sư Đoàn
Hội Đồng Chỉ Đạo Cộng Đồng Vietnam,
"Để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

Name Ho vá Tên	Apt # So nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
86 nguyen thi hồng	523		48	nguyen thi hong
87 NGUYEN THI [illegible]	239		24	nguyen [illegible]
88 NGUYEN THI NHU	236	651-1729	29	Nhu nguyen

June 12, 1984

6

PETITION

Dear,
Mrs. Mayor of City of Houston
The Council Members of City of Houston

I, Lenwood Johnson, President of Allen Parkway Village and all of residents in Allen Parkway Village undersign to ask your pleasurable consideration for us to stay in Allen Parkway Village.

Copies to:
Mr. James N. Wilson
U.S. Department of Housing and Urban Development
Gulf Coast Legal Foundation
The Council of Vietnamese Community of Houston,
"ask for study and help."

Lenwood Johnson, Pres.

THỈNH NGUYỆN THƯ

Kính gửi,
Bà Thị Trưởng Thành Phố Houston,
Đồng kính gửi,
Ông Chủ Tịch Hội Đồng Thị Xã.

Thưa Quí Vị,

Tôi, Lenwood Johnson, chủ tịch làng Allen Parkway và Toàn Thể những người đang cư ngụ trong làng. Đồng ký tên dưới đây. Kính Thỉnh cầu quí vị vui lòng giải xét cho chúng tôi được ở lại làng Allen Parkway.

Bản sao kính gửi:
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U.S. Department of Housing and Urban Development
Luật Sư Đoàn
Hội Đồng Chỉ Đạo Cộng Đồng Việtnam,
"để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

Name Họ và Tên	Apt. # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
[illegible] NGÔ THI DUC	166	658-1276	28	[illegible]
90 [illegible]	326	757 1903	1932	[illegible]
91 Dương Sĩ Bằng	2613	✓	62	DƯƠNG SĨ BẰNG
92 Khâu Cang	166	757 1370	36	Khâu Cang
93				

June 12, 1984

7

PETITION

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Lenwood Johnson, Pres.

THỈNH NGUYỆN THƯ

Kính gởi,
Bà Thị Trưởng Thành Phố Houston,
Đồng kính gởi,
Ông Chủ Tịch Hội Đồng Thị Xã.

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Hội Đồng Chỉ Đạo Cộng Đồng Việtnam,
"Để xin cảm thông và giúp đỡ."

Lenwood Johnson, Pres.

Name Họ và Tên	Apt #. Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
93 Hai Vu	1240	657-8013	58	Hai N Ha
94 Nguyen Duc Huy	1262	759-1912	33	[illegible]
95 THAI NGHI	665	757-0988	78	Nghi
96 Quach Hon Quy	628	757-0983	48	Quy
97 TRAN NU TRI	1445	757-7009	53	[illegible]
98 Le Thi Quy	930	759-0964	31	LeThiTuyet
99 Nguyen Chau	1302	650-1920	21	[illegible]
100 Lam Nho	1561		53	LAM NHO
101 Linh Chhang	1557	651 3451	50	LINGCHHANG
102 KHANG HOH	1560	757-1751	64	[illegible]
103 NGO EANG K	1554	659-9194	35	NGO EANG K

Petition Continue 8

Name Họ và tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
Ling Chhan Ean	1813	651-1866	36	Ling Chhan Ean
NGO Huy Khiem	1757	651-7917	40	Ngo Huy Khiem
MARK Hanal	1757	659-1985	33	MARK HANAL
TRUONG NGHI	1861	654-0915	52	Truong nghi
Tea Bouang H	1083/84	650-6811	60	Tea bouang H.
Nea ngom	723	650-6058	50	Nea ngom
BUI TAI VAN	1754	652-3183	38	Mui [illegible]
NGUYEN T. PHONG	1550	659-4627	46	Phong Nguyen
[illegible]	1658	757-0939	65	[illegible]
[illegible]	1500	739-8098	25	[illegible]
NGUYEN DANG	1449	757-0761	35	Nguyen Dang
TRAN Van Phuc	1434	656-0043	30	Tran Van Phuc
VO [illegible]	1433		60	Vo [illegible]
[illegible]	1527	654-7188	43	[illegible]
Dang ly hoang	1518	654-[illegible]	43	[illegible]
Hoan Sau	1505	757-1581	56	Hoan Sau
[illegible] Tac	1513	651-6373		Tran Tac
Bui Thi San	1553	757-0623	43	Bui thi San
NGUYEN CU	1563	757-0907	69	[illegible]
Vu [illegible]	1556	654-7904	54	[illegible]
Pham [illegible]	1892	650-6026	37	Pham [illegible]
TRAN VAN KHAI	1825	757-912	47	Tran Van Khai
TRAN RIEM THI	1825	651-9471		Riem
NGUYEN THANH [illegible]	1936	650-1840	62	Thanh
PHAN [illegible] MINH	1851	656-7419	42	[illegible] Phan
[illegible] THI HAT	1849		64	Hat [illegible]
Do Trong Tien	1847	654-4108	40	DO TRONG TIEN
[illegible] Thu Thuy	1829	"	66	[illegible]
480				

June 12, 1984

9

PETITION

Dear,
Mrs. Mayor of City of Houston
The Council Members of City of Houston

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Kính gửi,
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Đồng Kính gửi,
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Luật Sư Đoàn
Hội Đồng Chỉ Đạo Cộng Đồng Vietnam,
"Để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

Name Họ và Tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
131 [illegible]	1629	659-2055	54	[illegible]
132 [illegible]	1634	951-9124	44	[illegible]
133 Vũ Thị Loan	1622		65	Loan
134 Ng Thị Đậu	1376		73	đậu
134 [illegible]	1426		75	
135 Trần Hà	1653			LSOAN Tran ha
136 TRAN Ducthuan	1657	654-4418	64	thuan
137 HỒ THĂNG ĐẮC	1657-A	652-08812	49	[illegible]
138 Vũ Đình Khải	1033	179	78	Khai
139 LIEN_VAN_LIEN	1748		61	Hong
140 Ng văn Út		1777	44	Nguyen Quyet

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June 12, 1984 10

PETITION

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Kính gửi,
Bà Thị Trưởng Thành Phố Houston.
Đồng Kính gửi,
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"Để xin cần thiết và giúp đỡ."

Lenwood Johnson, Pres.

	Name Họ và Tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
145	Đinh diên quang	1460/1	658.9328	59	
146	TRAN, THUC VAN	1461	654.1458	32	
147	NGUYE TAN VAN	1452	650.1958	65	
148	NGUYEN VAN XI	1436	0	23	1436 nguyen xi
149	LÊ MỸ LIÊN	1456	0	38	
150	nhan nguyen	1336	651.8013	63	nhan thi nguyen
151	[illegible]	[illegible]			[illegible]
152	V Khanh	1334	650.6061		V Khanh Viết Đình
153	TRAN QUANG VAN	1325	650 1230		TRAN QUANG VAN
154	TRAN VAN LUC	1431	6501101	58	TRAN VAN LUC
155	TRAN QUI VAN	1428	658 1129	47	

(150)

Petition Continue 11

Name Ho và tên	Apt # So nha	Telephone Dien Thoai	Age Tuoi	Signature Chu ky
HUA, BAN T.	1424	N/A	49	Ban T. Hua
CHAU KHUE	1327	650 0239	54	Chaukhue
ENG TAN	1429	658 0572	50	ENG TAN
CHEA HENG	1423	651 3960	64	CHEA HENG
Hang Ngaung	1380	652 8055	44	Chang Ngoung
VO TUONG	1433		60	
TRAI phuc	1434		30	
Le van Chai	1437	658.8187	51	Chaivanle
	1345			
~~Pham thi Thoa~~	~~1450~~	~~554.7120~~	~~50~~	~~[illegible] thi [illegible]~~ bỏ
~~Do thi Mai~~	~~1451~~	~~757 1372~~	~~65~~	Mai thi Do bỏ
	~~Trang 1433~~			
164 VO Chinh	1353	757.9749	65	vo chinh
165 TRAN ~~thi Tho~~	~~1455~~	~~759.8434~~	~~64~~	+ Tho.
PHAM HUU TAI	1460/2	651-3962	34	Tai
HO THI TRAM	1355	650 6582	23	Thi. Th. Tram
Le muoi	1350	6503351		muoi
TAM. THI nguyen	1357-1	757.1296		Tam
170 SAM. THI HOANG	13573-4	757.1296		Sâm thi hoàng
171 Du VAN TRAN	13251.2	654 9044		
Tien bac Duong	1251	651-1825	46	Tien bac Duong
Nguyễn thi Tỵ	1251-		72	Ty
Hoang Bai tai	1251	650-6049	53	Hoang Bai tai
LE VAN Thinh	1030	0	37	Thinhvanle
NGUYÊN Tiên	1042	0	50	DO nguyen
Tran van Su	1269	0	66	Su
Canh yen Mai	1130	759-9029	42	Canh yen Mai
Trang yen Huynh	1843	759-9029	69	Trang
180 NGUYEN T. HOA	1131	651-0025	24	Hoa
Tran van Minh	1130	650.3049	34	Minh
182 Nguyen Thi Tang	1144	650.6599	69	TANG
183 NGUYEN VAN KHAI	1848	651-0493	28	Khai
184 NGUYEN VIET DAI	1146	759-9152	57	Dai Viet Nguyen

(84)

Petition Continue 12

Name: Ho vá tên	Apt # Số nhà	Telephone Dien Thoai	Age Tuổi	Signature Chữ ký
~~Nguyễn văn Lu~~	1151	No	63	Lu Nguyen
~~Hoang Dong~~	1053	631-7864	30	Loan Dong
~~[illegible]~~	[illegible]	[illegible]	[illegible]	[illegible]

June 12, 1984

13

PETITION

Dear,

Mrs. Mayor of City of Houston
The Council Members of City of Houston

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Lenwood Johnson, Pres.

THINH NGUYEN THU

Kính gửi,
Bà Thị Trưởng Thành Phố Houston.
Đồng Kính gửi.
Ông Chủ Tịch Hội Đồng Thị Xã.

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Hội Đồng Chỉ Đạo Cộng Đồng Vietnam,
"Để xin can thiệp và giúp đỡ."

Lenwood Johnson, Pres.

Name Họ và Tên	Apt # Số nhà	Telephone Điện Thoại	Age Tuổi	Signature Chữ Ký
187 Trần văn Tư	827	650 6103	68	[illegible]
188 Vũ Đại Cương	824	951-0089	27	Đại Cương
189 DƯƠNG-DIỆU	837	757-1585	43	[illegible]
190 THINE	827	658-8229	48	THINE
191 NGU SANITSONH	[illegible]	[illegible] 9509	[illegible]	NGU SANITSONH
192 Huỳnh anh Ngọc	939	759-1835	40	Ngọc Anh
193 [illegible] Thanh Vân	[illegible]	[illegible]	[illegible]	[illegible] Thị TRAM [illegible]
194 Trương văn Thể	949	951 0046	33	Kì Thị Tram
195 Trần văn Luận	950		37	Tran van Luan
196 Thoong Wa, Senh	1054	651-0304	48	THOONG WA SENH

Petition Continue 1'4

Name Ho và tên	Apt # So nhà	Telephone Dien Thoai	Age Tuoi	Signature Chữ ký
197 Lạc GIANG BÌNH	960	650-0798	51	Cac giang Binh
198 Nguyen Thi Viên	1138	651 3804	78	~~[illegible]~~
199 Bùi Thị [illegible]	1133	656-1132	68	[illegible]
200 Nguyen thi Bưu	1148	656 5799	36	Huu Thi NGuyEN
Nguyen thi Sáng	1055	656 6[illegible]	8[illegible]	Sang thi Nguyen
201				

APPENDIX D

State of Texas)
) ss.
County of Harris)

KARL KAMRATH, BEING DULY SWORN DEPOSES AND SAYS:

1. I am an architect with the firm of MacKie and Kamrath. Founded in 1937, MacKie and Kamrath is the oldest architectural firm in the city of Houston, whose name has not changed. In 1955 I was one of the first members of the American Institute of Architecture to be elected to that organization's honorary position of Fellow in the Houston chapter. During my forty-eight years of practice I have assisted in the design of numerous public and private buildings, amoung which include the Manned Space-Craft Center at NASA, the Exxon Research Lab, various Dupont projects, M.D. Anderson Cancer & Research Center and various Dow Chemical projects to list only a few.

2. In 1939, my firm and I were asked to assist in designing a complex of buildings to be used for public housing. Between the years of 1939 and 1942 I participated in the design of those buildings which today bear the name of Allen Parkway Village.

3. Our design placed great emphasis on structural integrity. Built of reinforced concrete framing, the masonry walls are some 10 to 13 inches thick. Such sturdiness was deliberately designed into the complex in order to keep maintenance needs to a minimum.

4. It is my observation that our design has in fact stood the test of time as the buildings are still structurally sound to the best of my knowledge.

5. Unfortunately, it is also my observation that Allen Parkway Village has not received even the very minimal maintenance which those buildings, or any

buildings for that matter require. I am, therefore, not surprised that problems have occured with plumbing or electrical systems. Nor does it surprise me that windows, window frames or roofs are in need of repair.

6. Given the integrity of the structures, however, there is not the slightest doubt in my mind that the problems alluded to above can be repaired. Moreover, it seems to me that it would be a waste of valuable resources not to undertake such normal repairs.

7. I, KARL KAMRATH, have read the above and foregoing affidavit, consisting of this and one other page and swear that it is true and correct to the best of my knowledge and belief.

Karl Kamrath

KARL KAMRATH, Affiant

SUBSCRIBED AND SWORN TO BEFORE ME, the undersigned authority, this the 15th day of June, 1984.

Sandy Rabinowitz

Notary Public in and for the State of Texas

My commission expires: 9-26-84

APPENDIX E

State of Texas)
) ss.
County of Harris)

THOMAS McKITTRICK BEING DULY SWORN DEPOSES AND SAYS:

1. I am a co-founder of the firm McKittrick, Richardson, Wallace Architects, Inc.. Since 1963, I have been a member of the American Institute of Architects to which college of Fellows I was elected in 1979. The following year I was elected First Vice-President of the Houston Chapter of the American Institute of Architects and eventually became President of that body in 1981. In 1983, I was awarded the Houston American Institute of Architects Chapter Citation. In 1984, I became President of the Texas Society of Architects. Throughout my career I have had principal responsibility for the design of a number of public educational buildings in Houston, Spring Branch, Fort Bend, Clear Creek, Katy, Spring, North Forest, Goose Creek, Pearsall, Friendswood, Humble and Stafford School Districts, as well as for the Texas A & M University System.

2. In April of this year I was asked to judge a charrette (ie. an intensive design competition) concerning Allen Parkway Village sponsored by Rice University.

3. Based on my professional expertise, I do not believe it is accurate to say that Allen Parkway Village is an obsolete development. Rather, I would say that this well built and structurally sound complex is in need of some repair.

4. Indeed, it should be noted that given the masonry and concrete materials used in building Allen Parkway Village, this complex, with proper maintenance, will probably hold up better than new structures which are made of wood, gypsum board and plywood.

5. I have reviewed that portion of the Housing Authority of the City of Houston's Application to Demolish Allen Parkway Village which concerns the complex's physical structure. None of the problems enumerated on pages two through four are insoluable. Thus, for example:

> a. if the roofs do not drain, a coating of urethane insulation could be used to build up the center, which would not only assist in drainage, but also in conserving heat;
> b. if the plumbing is old it can be replaced, given the crawl space which was designed into the complex precisely in anticipation of this problem;
> c. if the electrical system needs replacement, conduits designed into the walls allow this work to be done; moreover, as for the perception that the above ground electrical system at Allen Parkway Village is unsightly or hazardous, it should be kept in mind that most, if not all of Houston's older neighborhoods use such systems;
> d. if the heating system is considered outmoded, newer electrical heaters can be installed, replacing the gas fired heaters presently used. Again, it should be noted that such heaters are used throughout Houston's private residential communities;
> e. concerning the claim that these apartments are inefficient from an energy conservation viewpoint, it should be noted that few apartments in Houston can in fact make such a claim of efficiency. Moreover, it is slightly ironic that so much of the Authority's concern about Allen Parkway Village revolves around lack of insulation when that can be easily added.
> f. finally, as to such concerns about street parking, landscaping and recreational features, the charrette designs vividly illustrate what might be done at Allen Parkway Village with a little creativity.

6. The foregoing opinions expressed by me are my personal professional views and do not necessarily reflect those of any professional organizations over which I may preside.

7. I, THOMAS McKITTRICK, have read the above and foregoing affidavit, consisting of this and one other page and swear that it is true and correct to the best of my knowledge and belief

Thomas L McKittrick
THOMAS McKITTRICK, Affiant

SUBSCRIBED AND SWORN TO BEFORE ME, the undersigned authority on this the 12th day of July, 1984.

R. Jean Kocurek
NOTARY PUBLIC IN AND FOR THE STATE OF TEXAS

APPENDIX F

State of Texas)
County of Harris) ss.

MARK HEWITT, BEING DULY SWORN DEPOSES AND SAYS:

1. I am an Assistant Professor at Rice University's School of Architecture.

2. In that capacity I was asked to assist in a charrette (ie. an intensive design competition) concerning the rehabilitation of Allen Parkway Village. The charrette was open to students from Rice's School of Architecture, Texas A & M University's College of Environmental Design and the University of Houston's School of Architecture. Faculty from these other institutions assisted my colleagues and I.

3. The guidelines of the charrette were stated as follows:

   a. The site must remain as low income housing;
   b. The solution should be low cost;
   c. Implementation of the scheme should not have a negative effect on the residents;
   d. The large scale development should be renovated to promote smaller neighborhoods within the complex;
   e. Common open space needs to be better planned for use by adults and children;
   f. Parking and traffic circulation needs improvements;
   g. Connections at the south, to the Fourth Ward, need to be established; and,
   h. The stark appearance on Allen Parkway to the north needs to be improved.

4. Approximately 48 students working in twelve teams participated in the charrette which began April 6, 1984, and concluded the following day.

5. The designs were judged by a panel consisting of the following individuals: Mr. Aldo Rossi, a faculty member of the University of Venice, whose text, Architecture of the City, is internationally acclaimed; Tom McKittrick, President of the Houston Chapter of the American Institute of Architects;

O. Jack Mitchell, Dean of Rice School of Architecture; and Lynwood Johnson, President of Allen Parkway Village Tenant's Council.

6. The judges selected two designs as achieving the aforementioned guidelines.

7. Design Number 12 contains the following features:

   a. Allen Parkway Village is tied to the Fourth Ward by opening four streets to the south;
   b. New court-yards are established for elderly residents and youngsters;
   c. The main street through the Village is given a more community look by changing facades;
   d. New parking space is created in the front of each residential building;
   e. Private yards are created in the back of each residential building;
   f. Porches are modified so as to afford greater privacy for residents; and,
   g. Residential roofs are pitched, eliminating the institutional appearance of the Village.

8. Photographs of this plan are attached as Appendix I to this affidavit.

9. Cost estimates of this plan are attached as Appendix II to this affidavit.

10. Design Number 7 contains the following features:

   a. Allen Parkway Village is tied to the Fourth Ward through its central drive;
   b. New parking spaces are created throughout the Village;
   c. Low walls are added in front of all residential buildings in order to create a sense of privacy;
   d. Front and/or back yards are created in alternating rows; and,
   e. New streets are added throughout the complex.

11. Photographs of this plan are attached as Appendix III to this affidavit.

12. Cost estimates of this plan are attached as Appendix IV to this affidavit.

13. The charrette rebuts the contention made by the Housing Authority of the City of Houston's Technical Report: Allen Parkway Village/Fourth Ward, that full rehabilitation, "does not resolve basic site design flaws that make livability

poor". (at XI-3). Designs Number 12 and 7 along with others that could be commissioned can definately rectify the problems alluded to by the Technical Report at substantially less cost than stated by HACH's report.

14. Finally, it should be noted that in his address to the participants of the charrette Mr. Rossi, who has designed numerous public housing complexes in Italy, stated:

> In my view, the main problem is to restore the complex and to respect the existing architecture. It should only be altered for technical demands (restrooms, air conditioning, etc.). To knock down buildings only to reconstruct or to modify them seems pointless, because the community's architectural image is also part of its continuity. Moreover, the existing architecture is of very high quality.
>
> This I believe responds positively to the eight points of the competition. In particular, for points 5 & 8 I believe that the architects can intervene, beyond simple restoration, with alternative proposals for the common open spaces.
>
> On these bases and to the extent that one can discern these things in the projects, those projects which respect the existing architecture are the most effective.

15. I, MARK HEWITT, have read the above and foregoing affidavit, consisting of this and two other pages and swear that it is true and correct to the best of my knowledge and belief.

Mark A Hewitt

MARK HEWITT, Affiant

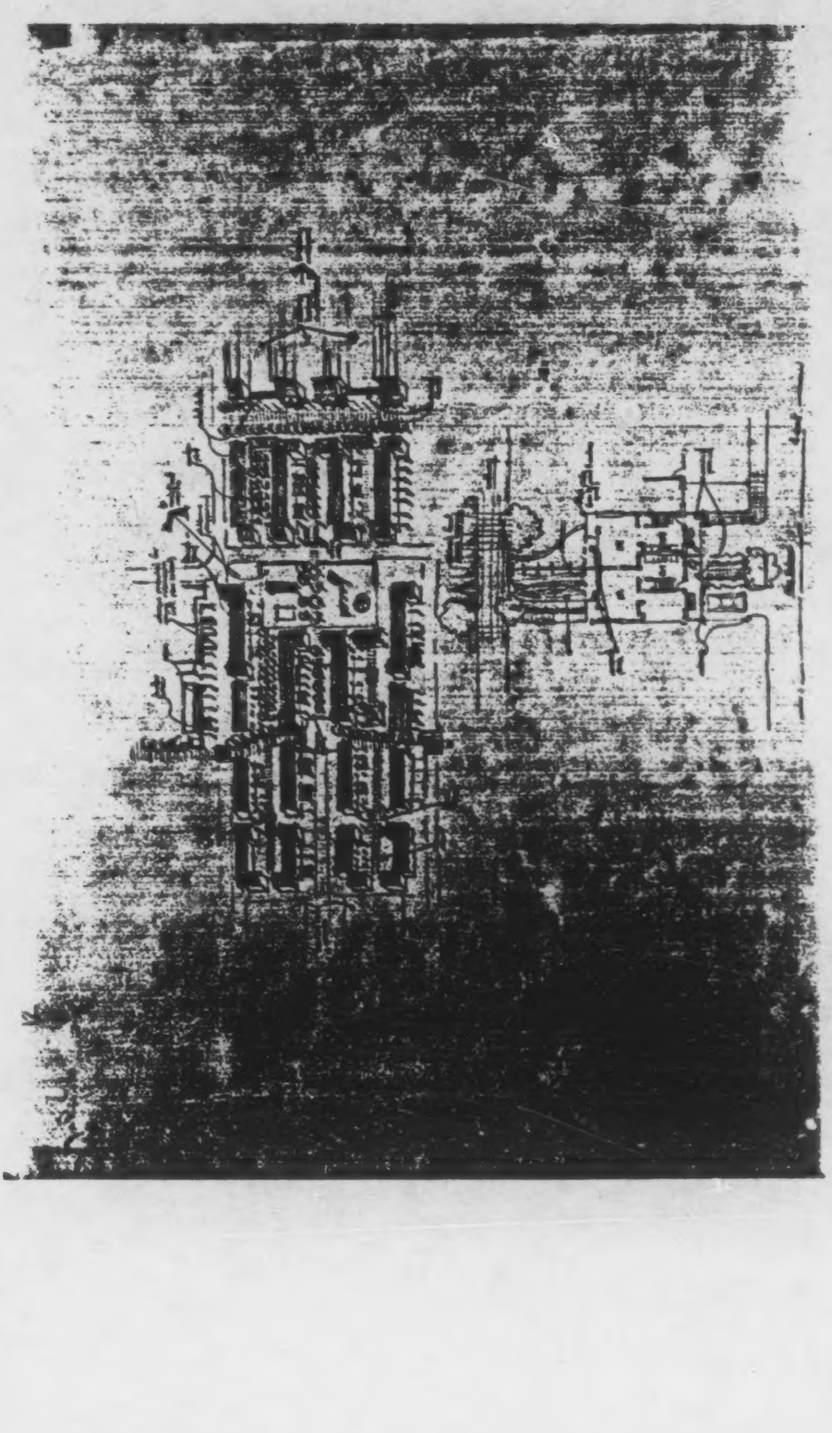
SUBSCRIBED AND SWORN TO BEFORE ME, the undersigned authority, this the 15th day of June, 1984.

Sandy Rabinowitz

My commission expires: 8-26-84

Notary Public in and for the State of Texas

APPENDIX I



SCHEME I (#12) | TOTAL | COST ESTIMATES 1/.

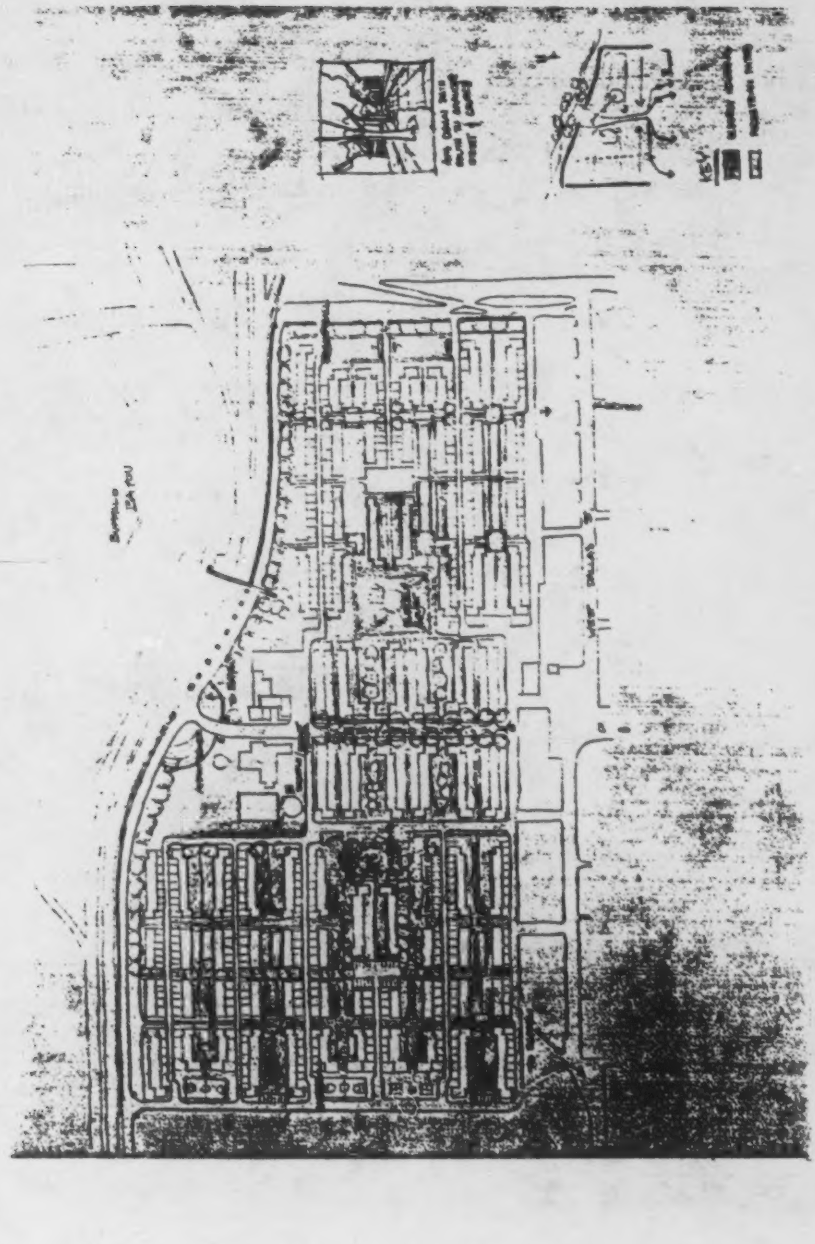
PAVING 1,846,895'	
new streets	119,250
repaved streets	109,875
new strip parking	46,170
new parking at units	291,600
basketball courts	80,000
Valentine (bricked)	1,200,000
WOOD CONSTRUCTION 3168,000'	
new ridge roofs	2,652,000
trellis structures	120,000
parking sheds at units	300,000
fence posts at units	96,000
MISCELLANEOUS 50,000'	
new concrete paths	40,000
new trees	10,000
	$5,064,895

TOTAL

$5,064,895

+ min 10% contingency

APPENDIX II



SCHEME 1 (#12) | Bea, Torin, Martin, Jane | COST ESTIMATES 2/4

STREETS/ASPHALT

	East	Center	West	TOTAL
New (linear feet)	250×2 } alley extension	*250 E-W Road	250 200×3 } alley extension	
	150 N-S road		900 N-S road	
	*650		*1750	

650
1750
2400 × 15 width = 36,000□
+250 × 15 = 3750□
39750 □

39750□ @ $3/□ = $119,250

	East	Center	West
Repaving linear ft	5×575 alleys		4×450 alleys
	375		300
	650 perimeter		950 perimeter
	1050		1050
	3225		4100

3225
4100
7325 ×15 width = 109,875

109,875□ @ $1/□ $109,875

New Parking (strip type)
linear feet

East	West
60	60×2
125×2	125×2
	175
310	545

545
310
855 ×18 depth = 15390□

strip 15390□ @ $3/□ = $46,170

parking at each unit:

9 wide × 18 deep × 600 [illegible] = 97200

at units 97,200□ @ $3/□ = $291,600

Basketball Courts

4 @ $20,000 ea = $80,000

SCHEME 1 (#12) | continued | 3/4

Valentine Remake

$\overset{length}{500} \times \overset{width}{30} = 150{,}000^{\square}$

$150{,}000 \times \overset{retopping}{\$1.80} \times \overset{brick}{\$8} =$ **$1,200,000**

WOOD CONSTRUCTION

New Ridge Roofs East West

Center	East	West
	630 × 3	550 × 4
	550 × 2	490 × 4
380 × 6	425 × 2	390 × 2
2280 lin ft	3830 linear ft	4940 lin ft

+ 2280
+ 3830
+ 4940
11050

$\overset{lin\ ft}{11050} \times \overset{width}{30} = 331{,}500^{\square}$ (factor for ridge included)
(w/eaves) ~~([illegible] if flat roof)~~

**331,500 ft² × 8/ft²
$2,652,000**

"Trellis Structures"

12 @ $10,000
concrete base
wood construct

$120,000

Parking Sheds
at units
1/ground floor unit
$\overset{gr.\ floor\ units}{600} \times \$500$

$300,000

Fence Posts
front yards 2/ground floor unit

600 × 2 × ~~$8~~
$20

$96,000

SCHEME 1 (#12) | continued | 4/4

PATHS
concrete

West		East
		575
350		350
275		375
425		850
1050	2150	2150
	1050	
	3200	

$\overset{\text{lin ft}}{3200} \times \overset{\text{width}}{5'} \times \overset{\text{concrete}}{\$2.50/ϕ} = \$40,000$

$\times \overset{\text{brick}}{\$8/ϕ} = \$128,000$

$\boxed{\$40,000}$

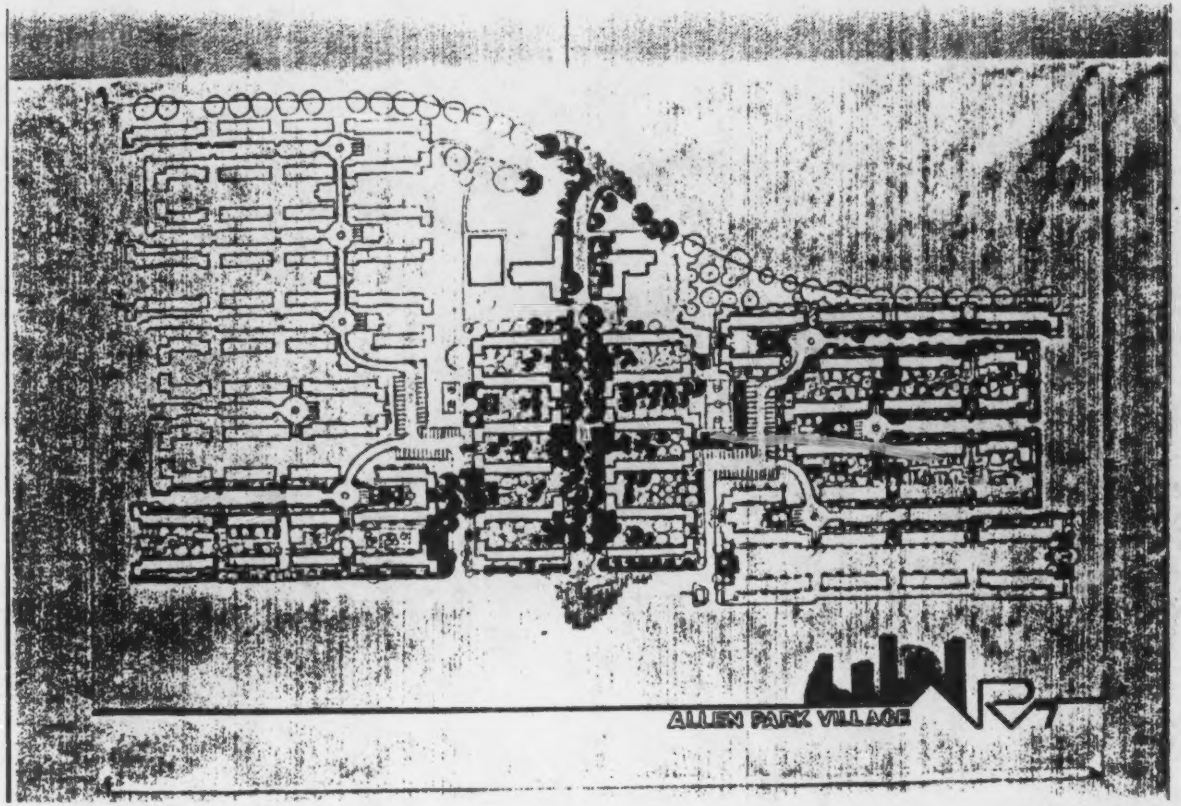
TREES
10' • 1½" dia. oak
100 new trees @ $100

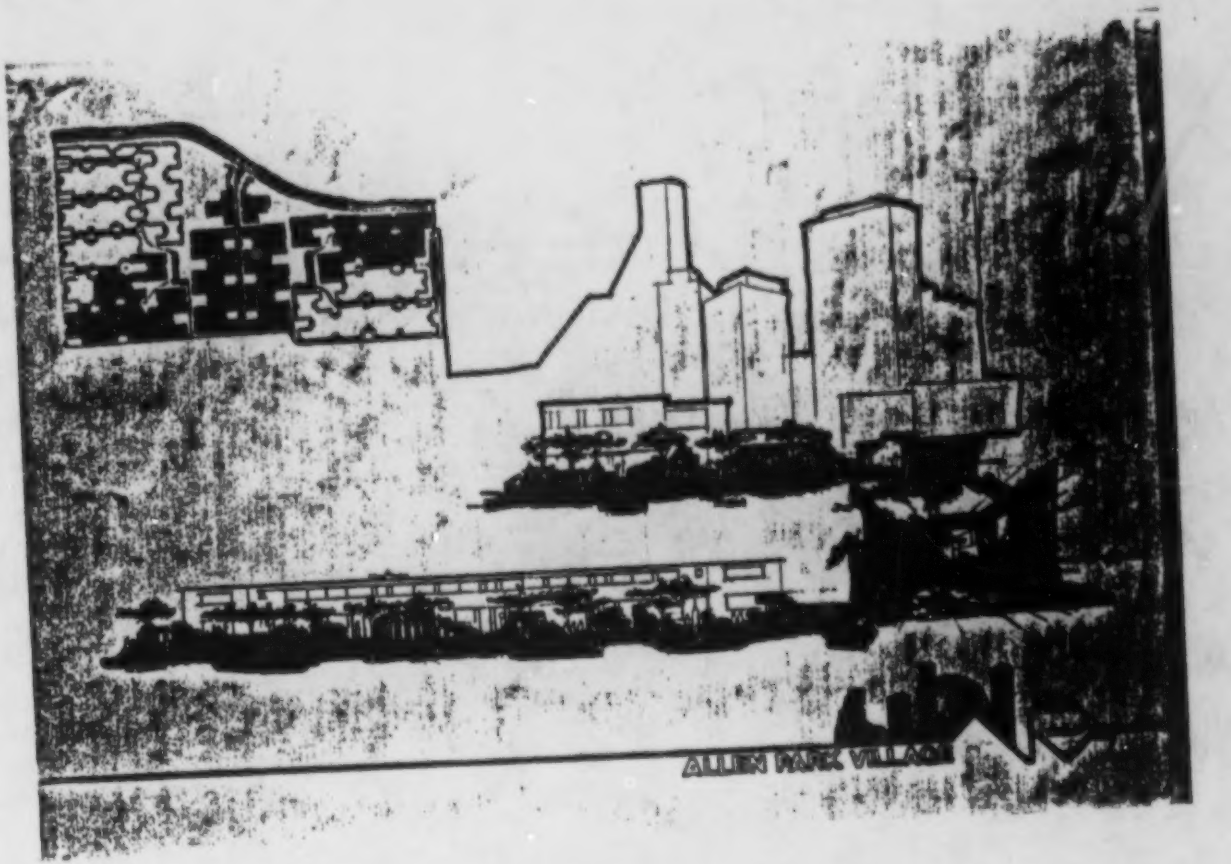
$\boxed{\$10,000}$

REFURBISHING.
after construction
regrade, sod

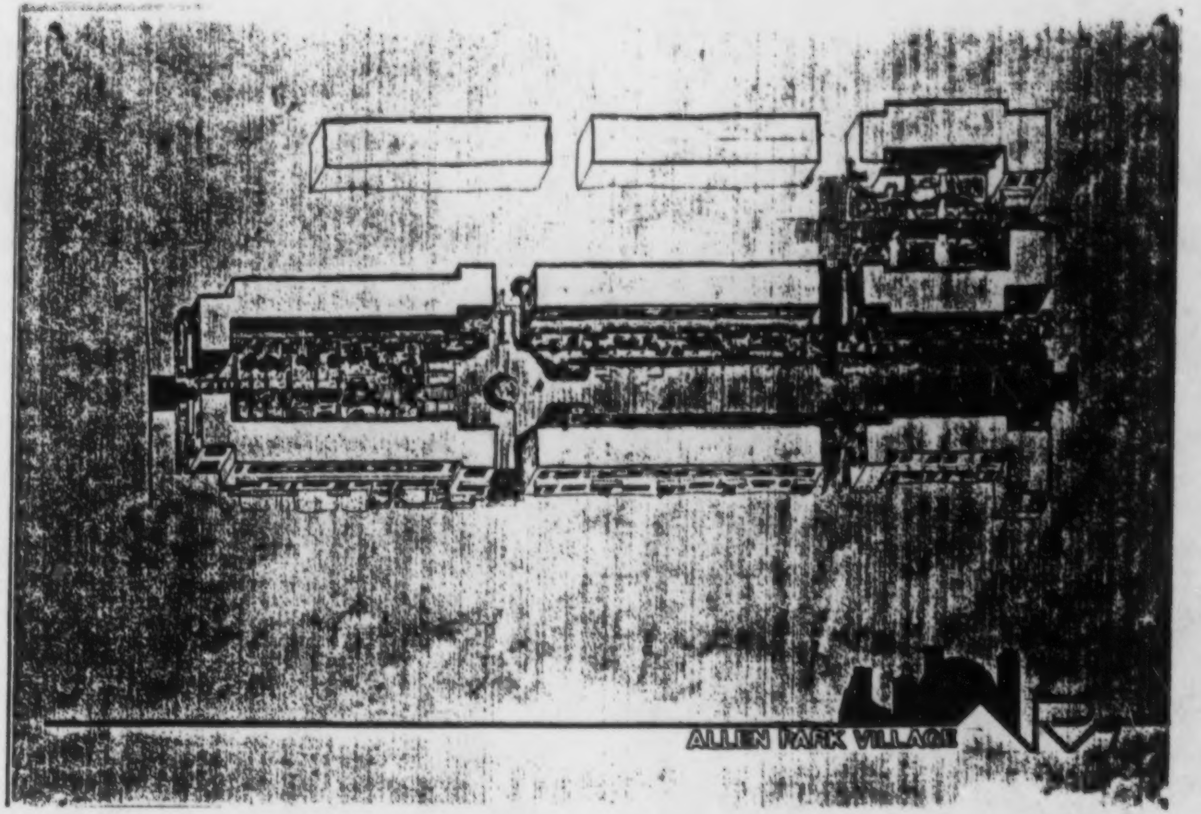
bldg area (330,000
1.00$/ϕ
(maybe ½ million)

APPENDIX III


ALLEN PARK VILLAGE



ALLEN PARK VILLAGE


ALLEN PARK VILLAGE

APPENDIX IV

SCHEME 2 (#7) U. of H. Students COST ESTIMATES 1/3

PAVING $327,500 ✓	
new streets	104,625
repaved streets	135,375
parking	67,500
basketball court	20,000
WOOD CONSTRUCTION 90,000	
"gateways"	90,000
BRICK 3,244,000 ✓	
walls	1,900,000
paths	448,000
courtyards	896,000
MISCELLANEOUS 114,000	
trees	24,000
"gateways"	90,000
	$3,775,500

Note: by removing
construction labor costs
from "walls" and
changing courtyards &
paths to concrete,
the total cost is: $1,591,500 ✓

(walls @ $10/ø = $640,000
paths @ $2.50/ø = $140,000
courts @ " = $280,000

SCHEME 2 (#T) | Univ of Houston students | COST ESTIMATES | 2/

STREETS / ASPHALT

New
linear ft

West	East
350	300
300	150
150	150
125	125
150	125
400	
1475	850

1475
850
2325 lin ft × 15 ft wide = 34875 #

34,875# @ $3/#= $104,625

Repairing

Same as Scheme 1 (15×7325) + Valentine (850×30) =
109,875 25,500

135,375# @ $1/# = $135,375

Parking

strip West	East
115	125
130	100
75	125
100	120

420 lin ft × 18 ft = 7560#
470 × 18 = 8460#

Parking on circle turnarounds:
8 circles × 9 ft × 18 ft × 5 spaces = 6480#

7560
8460
6480
22,500

22,500# @ $3/# = $67,500

Basketball Court

1 new court

1 @ $20,000 = $20,000

Trees

240 new
crepe myrtle/[illegible] @$100 ea.
8-9' tall

240 @ $100 ea. $24000

"Gateways"

9 @ $10,000 ea.

9 @ $10,000 $90,000

(roofs remain flat)

3/3

. SCHEME 2 (#7) continued

BRICKWORK | WALLS

average/building

$\overset{\text{long}}{300'} \times \overset{\text{high}}{4'} \times \overset{\text{buildings}}{80} = 64{,}000\#$

$64{,}000\# \times \$30/\#$ construction w/ concrete base

$\boxed{64{,}000\# \times \$30/\# = 1{,}900{,}000}$

(note: these were intended to be built by residents. Cost here includes construction labor - which should be subtracted)

PATHS

brick paths

average/building

$\overset{\text{in ft}}{140'} \times \overset{\text{wide}}{5'} \times \overset{\text{buildings}}{80} = 56{,}000\#$

$\boxed{56{,}000 \text{ @ } \$8/\# = \$448{,}000}$

brick "courtyards"

28 courtyards @ average of 4000# = 112,000#

$\boxed{112{,}000 \text{ @ } \$8/\# = \$896{,}000}$

APPENDIX G

BLDG. INTERIOR REHAB

Interior Area: 3144 @ 130 each	$408,920	$408,920
PLASTERING		
70,500 SQ FT @ $3.05/S.F incl. paint	215,025	215,025
1000 NEW Showers & Rough-in @ 416 each	$416,000	$416,000
TILING (INT)		
1/8" V.A.T in 1000 units @ 429 each unit		$429,000
MEDICINE CABINET 1000 @ 40		40,000
KITCHEN CABINETS		
1000 Upper & Lower Cab in sets (Formica top) @ 610 each	$610,000	$610,000
WALL Cabinets in 1000 units @ 596 each	$596,000	$596,000
Build closet space in rooms @ 71 each	71,000	71,000
FURR DOWN		
20,000 sq ft @ $3.60/S.F	$72,000	72,000
CAULKING		
20,000 L.F of @ .80/L.F Counter Top	$16,000	16,000
30 Floor Grills @ $60 each	1800	1,800
PAINTING		
640,451 SQ FT Ceiling Area @ .40/S.F	$256,180.40	
(1850 Units: 376 1BR Area @ 910/unit =	342,160	
(Possibly [illegible]) 350 2BR Area @ 1060/unit =	371,000	
170 3BR Area @ 1200/unit =	204,000	
95 4BR Area @ 1360	132,400	
14 Converted Units @ 1500	21,000	
		1,316,660
REPLACEMENT ITEMS		
1000 Hot Water Heaters @ 420 each	420,000	
1000 Lavatories & faucets @ 260 each	260,000	
1000 Water closets & tank @ 340 each	340,000	
Lead Traps in 1000 units @ 75 each	275,000	
Acid Clean Bath tubs & Install [illegible] 1000 @ 105 each	105,000	
		1,400,000
112,500 S.F of Kitchen & Bath tub Wainscot Area @ 8.50/S.F	956,250	956,250

④

②

BLDG. INTERIOR REHAB. CONT.

HEATING		
1000 GAS HEATERS (FORCED AIR) Apollo @ 850 each	850,000	850,000
DWELLING EQUIPMENT		
1002 Ranges @ 290 each	290,580	
1002 Refrigerators @ 495 each	495,990	
		786,570
ELECTRICAL — DWELLING UNITS		
New 220 Volt Outlets 1000 @ 273 each	273,000	
New Breaker Box 1000 @ 295 each	295,000	
1798 Light Fixtures + 1318 Receptacles + 1000 Cover plates 380/unit	380,000	
Front, Rear, Side Porch Lights 1783 @ 105 each	187,215	
Smoke Detectors 1716 @ 65 each	111,150	
New Primary Wiring & Provide for all services at all times throughout Project.	1,600,000	
		2,846,365
INTERIOR HANDICAP UNITS		
Grab Bars Special Bathroom Construction [illegible] each Special Kitchen Construction	$2400	31,250
SIGNS		
Address Signs 1960 @ 11.50	22,540	
Directional Signs 35 @ 30.	1050	
BLDG. SIGNS 164 @ 39.00	6396	
		29,986
Convert Apart. Bsmt. S.F. of Space in Adm. Bldg. to Convenience Shop	572,650	572,650

APPENDIX H

NO. 82-47,760

THE WESTBURY CIVIC CLUB, INC.	X	IN THE DISTRICT COURT OF
	X	
VS.	X	HARRIS COUNTY, T E X A S
	X	
THE RAMIREZ COMPANY, INC. and THE HOUSTON HOUSING AUTHORITY	X X X	157th JUDICIAL DISTRICT

ORDER GRANTING INJUNCTION

BE IT REMEMBERED that on the 5th day of October, 1982, came on to be heard the verified application of the Plaintiff, THE WESTBURY CIVIC CLUB, INC., for a Temporary Injunction, and came the Plaintiff and the Defendants, THE RAMIREZ COMPANY, INC., and THE HOUSTON HOUSING AUTHORITY. On reading the pleadings and hearing all of the evidence offered and the argument of counsel, the Court finds that Defendant, THE HOUSTON HOUSING AUTHORITY, selected the site and approved Defendant, THE RAMIREZ COMPANY, as contractor for a low income housing project to be constructed at 5900 Greencraig, without giving adequate notice under the law, and in particular, Article 6252-17, and Article 1269k, Section 13(a), and that such failure is a violation of due process of law. The Court further finds and concludes that Plaintiff, THE WESTBURY CIVIC CLUB, INC., will probably prevail on the trial of this cause; that Defendants, THE RAMIREZ COMPANY, INC. and THE HOUSTON HOUSING AUTHORITY, herein, intend to proceed with construction at 5900 Greencraig, Houston, Texas, as soon as possible and before the Court can render judgment in this cause; that if the Defendants, THE RAMIREZ COMPANY, INC., and THE HOUSTON HOUSING AUTHORITY, carry out that intention, the Plaintiff will suffer irreparable harm and the Defendants, in carrying out their intentions, will thereby alter the status quo and tend to make ineffectual a judgment in favor of Plaintiff and Plaintiff will be without any adequate remedy at law.

IT IS, THEREFORE, ORDERED that the Defendant, THE RAMIREZ COMPANY, INC., and THE HOUSTON HOUSING AUTHORITY herein, be, and they are hereby commanded forthwith to desist and refrain from: (1) proceeding further with the construction of a housing project at 5900 Greencraig Drive, Houston, Harris County, Texas; (2) proceeding with any other construction activities in connection with a housing project to be constructed at 5900 Greencraig Drive, Houston, Harris County, Texas, pending final hearing herein.

The Clerk shall forthwith, on the filing by Plaintiff of a bond as required by law in the sum of $10,000.00, issue a writ of temporary injunction in conformity with the law and the terms of this Order. The parties are hereby ORDERED to request this cause to be preferentially set on the general docket for trial as provided in Rule 4 of the Rules of the District Courts in this County.

SIGNED this 21st day of October, 1982.

JUDGE PRESIDING

APPROVED:

KISSNER & PAPPAS, P.C.

BY: DANIEL C. PAPPAS
ATTORNEY FOR PLAINTIFF
TBA# 15454500
3410 West Dallas
Houston, Texas 77019
(713) 529-2671

APPROVED:

MAYOR, DAY & CALDWELL

BY: ROGER RIDER
ATTORNEY FOR DEFENDANT
TBA#16896500
900 North Tower
Pennzoil Place
Houston, Texas 77002
(713) 225-7034

APPROVED:

DIAMOND & ASSOCIATES, P.C.

BY: JAY S. SISKIND
ATTORNEY FOR DEFENDANT
TBA# 18444600
Fannin Bank Bldg., Suite 602
1020 Holcombe Blvd.
Houston, Texas 77030
(713) 797-1990

MAYOR, DAY & CALDWELL
700 MILAM, 9TH FLOOR
NORTH TOWER PENNZOIL PLACE
HOUSTON, TEXAS 77002

3rd fig TR 10
125-K
8-16-83
TR 6
> fig TR 6

NO. 83-45,219

CITY OF PASADENA X IN THE DISTRICT COURT OF
VS. X HARRIS COUNTY, TEXAS
TEXAS CONSTRUCTION GROUP, ET AL X 125TH JUDICIAL DISTRICT

ORDER GRANTING INJUNCTION

BE IT REMEMBERED that on the 14th day of July, 1983, came on to be heard the Plaintiff, CITY OF PASADENA, and the Intervenors, PAUL R. PRIDDY, FRANCES CARMICAL and LEWIS ROCKWELL, and their applications for a Temporary Injunction, and came the Plaintiff, Intervenors and the Defendants, TEXAS CONSTRUCTION GROUP, INC., MATTERHORN, INC., and THE HOUSING AUTHORITY of the CITY OF HOUSTON. On considering the evidence received and the argument of counsel, the Court issued a Memorandum of Decision On Plaintiff's and Intervenors' Application For Temporary Injunction on July 26, 1983, and the Court finds that Defendant, THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, violated Article 1269k, Sections 3(f), 8(b), 13(a), 23(c), 13(a), V.A.T.S., in failing to give proper notice to all those entitled to notice within a one quarter mile radius of the proposed project and in exceeding its legislative grant of authority by approving a site location of a project within the territorial limits of Houston when said site adjoins another municipality and such project adversely impacts upon the services and tax burdens of said adjoining municipality. The Court further finds and concludes that the Plaintiff, and the Intervenors will probably prevail on the trial of this cause; that Defendants, THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, TEXAS CONSTRUCTION GROUP, INC., and MATTERHORN, INC., herein, intend to proceed with construction at 1400-1600 Allen-Genoa, Houston, Texas, as soon as possible and before the Court can render judgment in this cause; that if the Defendants, THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, TEXAS CONSTRUCTION GROUPS, INC. and MATTERHORN, INC., carry out that intention, the Plaintiff and Intervenors will suffer irreparable harm and the Defendants, in carrying out their intentions, will thereby alter the status quo and tend to make ineffectual a judgment in favor of Plaintiff and Intervenors and, accordingly, Plaintiff and Intervenors will be without any adequate remedy at law.

IT IS, THEREFORE, ORDERED that the Defendants, THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, TEXAS CONSTRUCTION GROUP, INC. and MATTERHORN, INC., herein be, and they hereby are commanded forthwith to desist and refrain from: (1) proceeding further with the commencement and/or construction of a housing project at 1400-1600 Allen-Genoa, Houston, Harris County, Texas; (2) proceeding with any other on site construction activities or applications for permits in connection with a housing project to be constructed at 1400-1600 Allen-Genoa, Houston, Harris County, Texas.

The Clerk shall forthwith issue a temporary injunction in conformity with the law and the terms of this Order as the Plaintiff is exempt from the requirements of posting a bond. The Plaintiff and Intervenors are ORDERED to diligently prosecute this case as is required by law.

This Order shall not be effective only as to the Intervenors unless and until Intervenors execute and file with the Clerk a bond, in conformity with the law, in the amount of $50,000.00.

SIGNED this 16th day of August, 1983.

Michael L. O'Brien
JUDGE PRESIDING

APPROVED AS TO FORM:

Lee Clark
BY: J LEE CLARK
ASSISTANT CITY ATTORNEY
FOR THE CITY OF PASADENA
P.O. Box 672
Pasadena, Texas 77501
(713) 475-5515
TBA# 99999967

APPROVED AS TO FORM:

KISSNER & PAPPAS, P.C.

BY: DANIEL C. PAPPAS
ATTORNEY FOR INTERVENORS
TBA# 15454500
3410 West Dallas
Houston, Texas 77019
(713) 529-2671

*BY: JOHN RAY HARRISON
ATTORNEY FOR INTERVENORS
TBA#09116000
1001 East Southmore, Suite 1011
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APPROVED AS TO FORM:

MAYOR, DAY & CALDWELL

Roger Rider

BY: ROGER RIDER
ATTORNEY FOR DEFENDANT
TBA# 16896500
900 North Tower
Pennzoil Place
Houston, Texas 77002
(713) 225-7034

APPROVED AS TO FORM:

WASHINGTON & RANDLE

Sidney J Bouquet for

BY: CRAIG A. WASHINGTON
ATTORNEY FOR DEFENDANT
TBA# 20901000
1000 The Houston Building
2323 Caroline Street
Houston, Texas 77004

*Signed By Permission

DOCUMENTS IN SUPPORT OF
TESTIMONY BEFORE THE
SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT
OF THE
COMMITTEE ON BANKING, FINANCE AND URBAN AFFAIRS

United States House of Representatives

Houston, Texas
August 30, 1985

Testimony of:

Stefan Presser, Esq.
Greater Houston Chapter
American Civil Liberties Union
1236 West Gray
Houston, Texas 77019

DOCUMENT A

Series, Allen Parkway Village, Dallas Morning News,
June 9th and 10th, 1985

Sunday, June 9, 1985

The Dallas Morning News

THE HOUSTON PROJECT

City works to raze public housing, sell site below its value

First in a series

By Craig Flournoy
Staff Writer of The News

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HOUSTON — A succession of officials systematically has tried for several years to demolish this city's largest public housing project and sell its land to private developers for tens of millions of dollars less than its potential market value.

The Housing Authority of the City of Houston during the same period embarked on a series of actions — many of them secret and some illegal — to strengthen its repeated requests to win federal approval to demolish the 1,000-apartment Allen Parkway Village.

■ Residents criticize plan. 28A
■ Ex-HUD officers had doubts. 30A

In its third and most recent attempt to raze the public housing complex, the housing authority has relied on what architects and former housing officials say are dramatically inflated renovation estimates and erroneous claims of obsolescence.

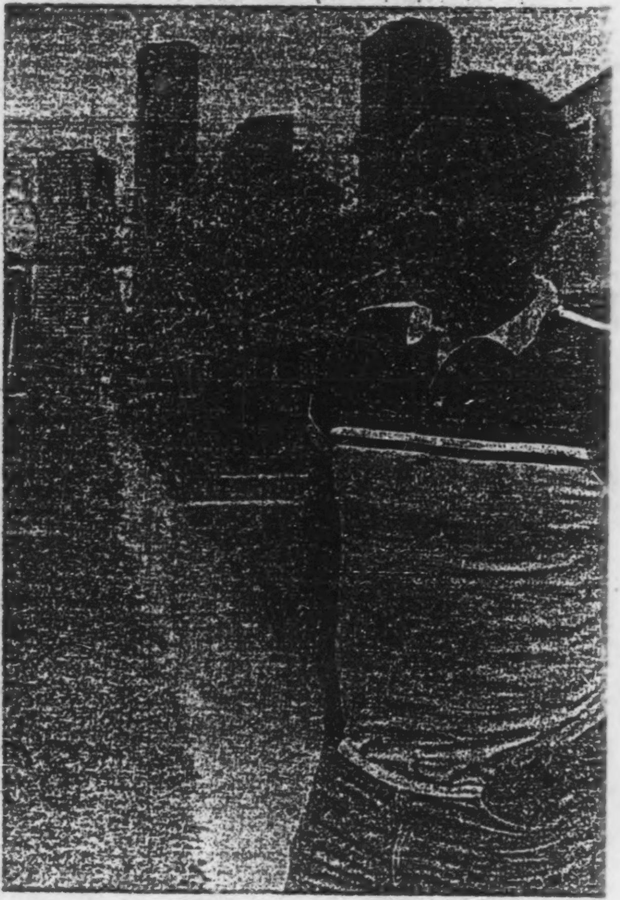
Houston officials meanwhile have quietly refused for almost two years to rent apartments in Allen Parkway Village. Instead, they have spent federal renovation funds to board up hundreds of units despite waiting lists crowded with thousands of low-income applicants.

These are among the findings of an investigation by *The Dallas Morning News* that encompassed hundreds of documents and nearly 30 interviews with current and former government officials, architects, businessmen and tenants.

Houston's housing authority virtually is assured of federal approval of its most recent demolition request, according to a top official with the U.S. Department of Housing and Urban Development (HUD). Razing the project would displace more than 1,750 residents, primarily black and Indochinese families, and eliminate one-third of Houston's total public housing stock.

The 41-year-old Allen Parkway complex, located just south of the Buffalo Bayou and in the shadows of downtown Houston, sits on

Please see HOUSTON on Page 28A.



Special to The Dallas Morning News: Don St

Lenwood Johnson, president of the Allen Parkway Village Residents' Coun cil, casts doubts on the city's intentions to find new housing for displace residents.

2

Continued from Page 1A.

one of the city's most valuable parcels of real estate. "The people in the (development) business know that that land is a very, very valuable piece of land," said former Houston Mayor Jim McConn. "Hell, it's right downtown."

The land also is pivotal to Mayor Kathryn J. Whitmire's ambitious plans to redevelop the Fourth Ward, a heavily minority neighborhood on the western fringe of downtown Houston.

City officials, working on the assumption they will win federal approval to demolish the project, plan to sell or lease the 37-acre tract before the end of the year. Efraim Garcia, the city official brokering the real estate deal, said the minimum sale price probably would be about $74 million. However, a local builder and a former HUD official estimate that the tract, properly packaged, could be sold for more than $320 million.

Preliminary city plans call for office buildings and luxury condominiums on the site. City officials said three groups of developers, whom they refused to identify, have expressed interest in acquiring the property.

McConn, who during his tenure as mayor spearheaded an unsuccessful effort to dispose of Allen Parkway Village, said the businessman then most interested in acquiring the land was developer Kenneth Schnitzer.

Schnitzer, one of the nation's largest developers, has built several major Houston office towers and high-rise luxury condominiums. One of his most recent developments, the 21-acre Allen Center complex in downtown Houston, is separated from the Allen Parkway property by Interstate 45.

Schnitzer confirmed that during the McConn administration he had arranged financing to acquire the Allen Parkway Village site, which he described as "a beautiful piece of property." Though he said his interest in the project's land has dwindled as Houston's real estate market has leveled off, Schnitzer said he is "very interested in seeing something happen there that would eliminate what I'll call blight from that area."

The Carter administration discouraged the housing authority's original secret proposal in 1977 to demolish Allen Parkway Village. However, since 1981, top HUD officials in the Reagan administration have encouraged Houston officials to dispose of the project.

A second secret demolition request, submitted during McConn's administration, was endorsed in 1981 by a top-ranking HUD official.

Schnitzer said he had arranged to purchase the land for approximately $63 million. A confidential 1982 housing authority study, submitted to federal officials, estimated the property to be worth more than $250 million.

However, that request to demolish the project fell through after HUD officials in Texas — concerned about mismanagement and financial irregularities within the housing authority — convinced Ms. Whitmire in 1982 to remove the housing director and board of commissioners.

In November 1983, housing commissioners appointed by Ms. Whitmire voted to demolish the Allen Parkway complex; the authority, with Ms. Whitmire's backing, submitted a third demolition proposal in 1984.

Warren Lindquist, assistant secretary in charge of HUD's public housing office, said that although Houston officials are reworking the application, "the prospects for their getting approval are certain, provided that they conform to the law."

Meanwhile, the housing authority has said the cost to replace the 1,000 apartments and relocate more than 450 displaced families and elderly people will be approximately $39.4 million — more than the authority's own estimate to renovate Allen Parkway Village.

Houston officials said they cannot say when replacement housing, a federal requirement, would be provided or how it would be financed. They said providing replacement housing is complicated by traditionally intense local opposition to such projects and the Reagan administration's deep cuts in spending on new subsidized housing. Currently, there are almost 13,500 families and elderly people on the housing authority's waiting list.

Housing authority Executive Director Earl Phillips vehemently denied that this latest attempt to demolish Allen Parkway Village and sell the project's land was a predetermined decision.

"That really is not true," said Phillips, executive director since August 1982. "And to be very honest with you — and I'll be truthful — in the two interviews I had (with housing commissioners) I don't even think Allen Parkway was even mentioned . . . ."

However, Garcia, the city's development director, who is brokering the Fourth Ward real estate package, said the decision to demolish Allen Parkway Village was made in advance.

"I was brought in more on the disposition side than anything else because that was my area of expertise," said Garcia, who was hired by Ms. Whitmire in March 1983 — eight months before housing commissioners voted in favor of demolishing Allen Parkway Village.

Some former HUD and housing authority officials said the housing authority has waged a campaign for years to dispose of the project.

"The (housing authority's) hidden agenda always was to get those 1,000 families off that site," said Elbert Winn, a former deputy manager of HUD's Dallas-area office who oversaw the Houston Housing Authority during the early 1980s.

"I believe that Allen Parkway was the tilting point for the Fourth Ward. If they get Allen Parkway, then the Fourth Ward will go, (because) that is the hub of the Fourth Ward."

■

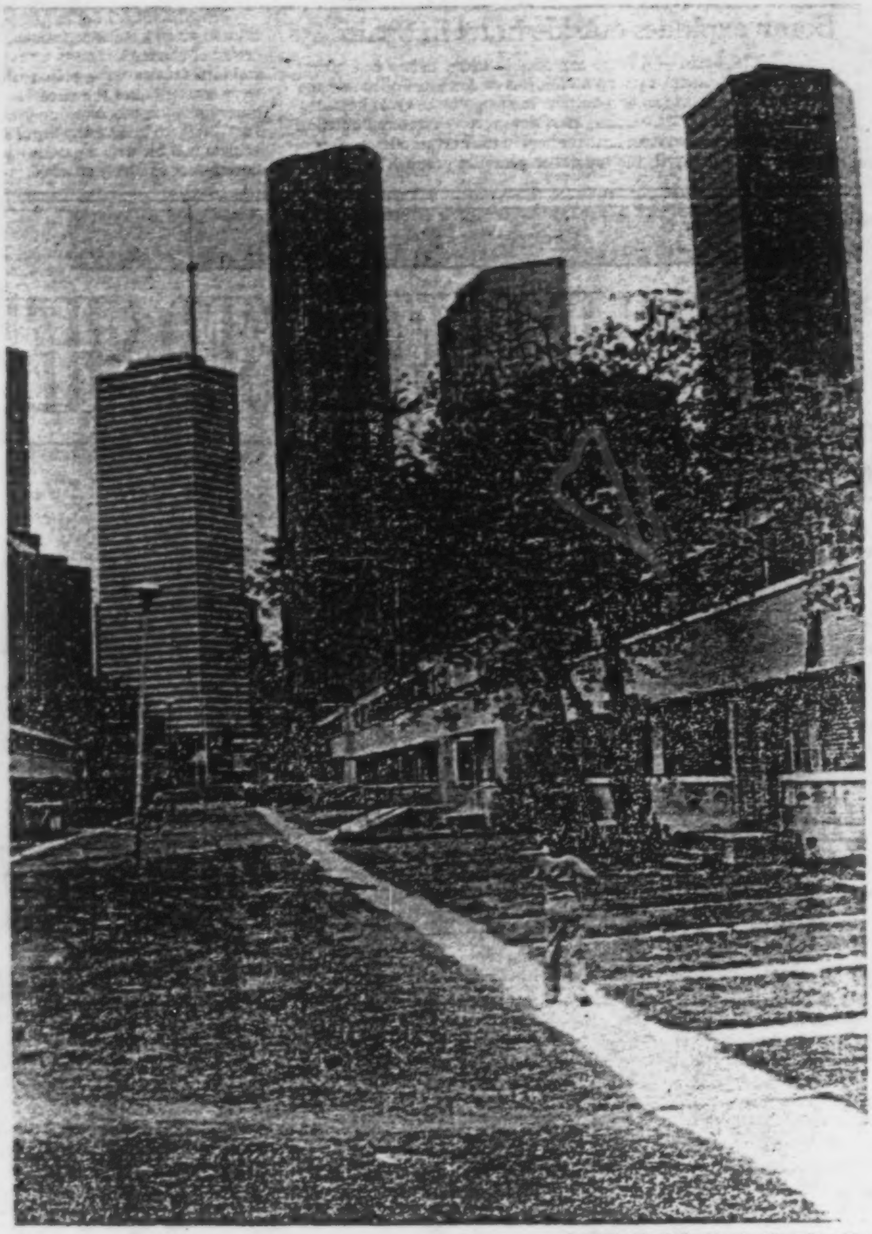
In 1977, Allen Parkway Village was the cornerstone of public housing in Houston. About 95 percent of its apartments were occupied while thousands of applicants waited for an opening.

But in the last several years, according to former HUD and Houston housing officials, tenants, architects and a housing consultant, the housing authority has strengthened its arguments to demolish Allen Parkway Village by:

■ Illegally skipping over black applicants to fill the Allen Parkway complex with Vietnamese and Cambodian refugees, sending the project's Indochinese population soaring from 5 percent in 1976 to almost 60 percent by 1983.

A 1983 consultants' study prepared for the housing authority said "the 'steering' of Indochinese residents to Allen Parkway Village

3



Special to The Dallas Morning News: Don Stine

Allen Parkway Village's proximity to downtown Houston makes its site valuable.

4

appears to have been an attempt to isolate the project from the Fourth Ward and the larger black Houston community and to defuse the issue — possible sale of the public housing project — as a political concern."

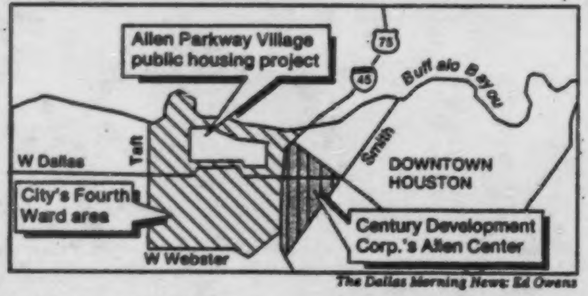
In 1983, housing officials began evicting many of these same Indochinese tenants because officials said they did not have valid leases. By 1985, 161 Vietnamese and Cambodian families had moved out — almost 40 percent of the project's Indochinese residents.

■ Boarding up apartments that could have been rented as part of what one former housing authority official said was "an overall scheme of depleting occupancy at Allen Parkway Village." Although thousands of low-income families have applied for public housing, occupancy of the Allen Parkway complex has dropped dramatically, from 95 percent in 1977 to less than 50 percent by 1985.

■ Neglecting routine maintenance of the Allen Parkway complex, despite repeated warnings from HUD that the project was falling into disrepair. Karl Kamrath, a Houston architect whose firm helped design the 41-year-old project, said in a 1984 sworn affidavit that "Allen Parkway Village has not received even the very minimal maintenance which those buildings, or any buildings for that matter, require."

Meanwhile, in proposals sent secretly to HUD in 1977 and 1981 and openly in 1984, the housing authority has sought to have the project demolished on the basis of its dilapidated condition.

ALLEN PARKWAY VILLAGE CHRONOLOGY



Allen Parkway Village public housing project
75
45
Buffalo Bayou
Taft
Smith
W Dallas
DOWNTOWN HOUSTON
City's Fourth Ward area
W Webster
Century Development Corp.'s Allen Center

The Dallas Morning News: Ed Owens

1977: Mayor Fred Hofheinz appoints five persons to serve on the housing authority's board of commissioners.

Nov. 4, 1977: Housing authority asks the U.S. Department of Housing and Urban Development to approve demolition of Allen Parkway and sell the project's land for $17 million to $26 million. Carter administration discourages request and encourages HHA to renovate the project.

Nov. 22, 1977: Jim McConn elected mayor of Houston.

June 1979: HUD approves $10 million for renovation of Allen Parkway. (Six years later, housing officials have spend less than $740,000; the sole "repairs" include $40,000 to clean out and board up apartments.)

Nov. 21, 1979: McConn re-elected mayor.

January 1981: Reagan administration takes office.

March 1981: McConn appoints five new members to housing authority's board.

Nov. 4, 1981: McConn loses in mayoral general election.

Nov. 6, 1981: Housing authority sends second secret demolition request to HUD. Minimum bid price for Allen Parkway land is estimated at $63 million.

Nov. 17, 1981: Kathryn Whitmire elected mayor of Houston.

Nov. 23, 19: HUD tentatively approves housing authority's request to demolish Allen Parkway.

January 1982: Mrs. Whitmire takes office.

March 12, 1982: Housing authority sends final demolition proposal to HUD. Minimum bid for Allen Parkway land to be $72.5 million, but housing authority says "the value may be in excess of $250 million."

April 1982: At Mrs. Whitmire's urging, housing commissioners fire Director William McClellan; the entire board then resigns.

May 7, 1982: Mrs. Whitmire appoints new housing board of commissioners.

Aug. 18, 1982: Commissioners hire Earl Phillips as housing director.

March 1983: Mrs. Whitmire hires Efraim Garcia as city development director, including overseeing redevelopment of Allen Parkway and surrounding Fourth Ward neighborhood.

May 1983: Housing commissioners, at Phillips' suggestion, hires consulting team to study Allen Parkway issue and names Robert Aprea of New York as lead consultant.

September 1983: Consultants recommend demolition of Allen Parkway, based largely on Aprea's estimate of $36,200 to renovate each apartment. HUD approves almost $7 million to renovate two other Houston housing projects, based on the housing authority's estimate of $10,200 to rehabilitate each apartment.

Nov. 8, 1983: Mrs. Whitmire re-elected mayor.

Nov. 15, 1983: Housing board votes to demolish Allen Parkway.

March 27, 1984: Housing board asks HUD for permission to demolish Allen Parkway. Application submitted, but later withdrawn; currently being reworked.

Aug. 1, 1984: Majority of Houston City Council, including Mrs. Whitmire, vote in favor demolishing Allen Parkway.

May 7, 1985: Warren Lindquist, HUD assistant secretary in charge of public housing, says Houston's latest request to demolish Allen Parkway is "certain" to be approved, although HUD's Houston and Southwest regional offices have not yet made their recommendations as required.

The Dallas Morning News

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- Failing to spend millions of dollars in renovation funds while providing many top housing authority officials with large salary increases and lavish travel budgets. Although HUD authorized $10 million in 1979 to rehabilitate the project, the housing authority has spent less than $750,000 of the money, according to records obtained by The News. Phillips, the current staff director, used about $40,000 of the renovation funds to clean out and board up apartments — the sole "repairs" made with the HUD renovation money.
- Declaring the project physically "obsolete" in its most recent demolition proposal, although several noted architects and former housing authority officials said the project is structurally sound.

In a 1984 sworn affidavit, for example, Thomas McKittrick, then president of the Texas Society of Architects, said: "I do not believe it is accurate to say that Allen Parkway Village is an obsolete development. Rather, I would say that this well-built and structurally sound complex is in need of some repair."

- Inflating renovation estimates, further bolstering a key housing authority argument for demolition. Robert Aprea, a New York-based consultant hired in 1983, estimated renovation of Allen Parkway Village would cost $36.2 million and recommended demolishing the project. Phillips endorsed Aprea's findings, and later produced a detailed breakdown of costs that supported the estimate.

That estimate, according to architects and a former staff member with the housing authority, was inflated dramatically with luxuries and overpriced items ranging from jogging trails to doors that cost $385. Lindquist, head of the nation's public housing system, said two expenses involving financing costs — which totaled $3.5 million — should not have been included in the estimate.

Charles Taylor, a top housing authority staff member from 1980 until his resignation last year, said Aprea told him he was "trying to get the rehabilitation costs up significantly high enough so as not to be able to justify rehabilitation."

Aprea and Phillips vehemently denied the renovation estimates were inflated and said criticism of the $36.2 million price tag is "nitpicking."

Current and former housing authority officials said they never have taken actions to bolster their demolition proposals.

Phillips said that widespread criticism of the housing authority's demolition request results from "griping and uptightness."

"After a while you don't deal with that (criticism) because you know that it's coming from a direction that's counterproductive and you don't waste your time on that kind of thing," Phillips said.

But some architects, tenants and former federal and Houston housing officials said the housing authority's actions long have been aimed at eliminating Allen Parkway Village.

"It just seems like everything that's happened, step by step, has been directed toward getting rid of Allen Parkway," said Taylor, director of the authority's planning and development section when he resigned last year in disgust over the housing authority's treatment of tenants.

"Allen Parkway represents megadollars; it's a big deal and big deals are meant to be turned."

●

Developers long have coveted the 37-acre tract on which Allen Parkway Village is situated.

"That was without doubt the most valuable piece of property in that metroplex . . . ," said Tom Armstrong, who headed HUD's Southwest regional office from 1977 until 1982. "We had similar situations in Dallas, New Orleans (and) Fort Worth where developers were applying significant pressures on Washington and area (HUD) offices to acquire properties that were located in highly appreciated situations."

The project forms the northern boundary of Houston's historic Fourth Ward, originally settled by former slaves and today the city's oldest predominantly black neighborhood. More than 6,000 residents live in Houston's poorest area, sandwiched between downtown skyscrapers, River Oaks mansions and the fashionable Montrose area.

City officials acknowledge the Allen Parkway Village land is the cornerstone of their ambitious redevelopment plan for the Fourth Ward, 40 blocks of which recently were added to the National Register of Historic Places.

"It is central," said Garcia, director of the city's planning and development department, whom Ms. Whitmire hired to oversee the redevelopment project. Without that tract, Garcia said, "the whole thing will collapse. But we wouldn't have gone this far along and done all this if HUD hadn't already given some pretty strong indications."

The city's public/private plan would raze many of the nearly two dozen churches and more than 1,500 homes in the Fourth Ward and transform the area into office towers, shops and luxury condominiums. The first phase, covering a maximum of five years, calls for demolition of Allen Parkway Village and the sale or lease of a tract that combines the project's 37 acres with 13 acres of adjacent city property, according to preliminary plans.

Garcia said that if the land is sold, the minimum bid probably will be $46 per square foot, or a 50-acre price tag of about $100 million.

Garcia said he is working to package the two publicly owned tracts with 80 to 90 acres of privately owned Fourth Ward property. Garcia said the city plans to take bids on the three tracts in late November or early December.

Some former HUD and housing authority officials and Houston businessmen question the timing and method of the city's plans, particularly in light of Houston's depressed real estate market and glut of office space. They said trying to unload so much acreage now would drive down the sales price and restrict the number of bidders.

"Only a fool would try to sell that thing now unless they already have somebody committed to buying it," said Joe Zepeda, a former staff member of the housing authority who developed a plan to dispose of Allen Parkway Village. "What they ought to do is sit down and revamp that place and keep it going for another 10 years until another opportunity comes up."

Fred Rizk, housing board chairman in the late 1960s and a longtime proponent of demolishing the project, said "the timing is wrong today to try to sell that kind of acreage or to sell it in bulk."

"You could dispose of the property very easily over a five- to 10-year period and realize a much greater amount of money," said Rizk, a Houston builder. He said that when the real estate market improves, "$200 a square foot on Allen Parkway Village (property) is

Please see HOUSTON on Page 29A.

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Houston working to raze public housing, sell site

Continued from Page 28A,

about the correct price."

Garcia defended the minimum bid price and said bidding out large tracts will promote orderly development.

City and housing authority officials also stressed that the publicly owned land may be leased, although they acknowledged this would keep the tract off tax rolls. Garcia said the city could negotiate a payment in lieu of taxes.

"And it will be a much more attractive parcel to a developer if he can lease it rather than buy it because he won't have to front-end the cost of buying the real estate," Garcia said. "I've dealt with this; I'm not an amateur at this business."

Winn, a former HUD official, criticized the proposed sale price as a "giveaway" and said leasing the property will make it even more difficult for the housing authority to provide replacement housing because it would not receive a lump-sum payment. He said the hurried timetable and method for disposing of the property show that the city's primary interest is demolishing Allen Parkway Village.

"They don't care what amount of money they get," Winn said. "They really don't."

City and housing authority officials said that without their plan, piecemeal development would displace residents.

"We have a responsibility to be the leveraging mechanism," said Phillips. "It (demolition of Allen Parkway Village and razing the Fourth Ward) will be beneficial to all those folks living there."

The president of the Allen Parkway Village Residents' Council said the housing authority has carried out a "consistent and concerted" effort over several years to demolish Allen Parkway Village, to make the project's land available to developers.

"There is a hidden agenda and hidden actions," said Lenwood

Special to The Dallas Morning News: Don Stine

Efraim Garcia, Houston's director of development, holds responsibility for brokering the massive deal to convert Allen Parkway Village to private commercial development.

Johnson, a disabled single parent who has lived at the Allen Parkway complex since 1980. "All those actions (of the housing authority) have been working directly toward demolition, whether it is the McConn administration or the Whitmire administration.

"They (housing authority officials) have really lost sight of their original job: to provide decent, low-income housing."

■

In 1977, a developer met behind closed doors with the board of commissioners that operates Houston's public housing, strongly urging commissioners to demolish Allen Parkway Village and sell the project's land. "To show his good faith he left a check on the table," said Robert Moore, housing director from 1976 through 1978.

The check, Moore said, was for $1 million. Moore said he couldn't recall the developer's name.

Since then, the housing authority — under boards appointed by three mayors — has tried three times to convince federal officials that Allen Parkway Village should be demolished.

In 1977 and again in 1981, housing officials sent confidential demolition proposals to HUD for its approval — a federal requirement before demolishing public housing. Several former housing officials said they purposefully kept the requests secret.

"We anticipated more problems bringing that (demolition proposal) out publicly than answers we had at that time," said Frumencio Reyes Jr., a Houston attorney who served on the housing board that submitted the 1981 demolition proposal.

The Carter administration responded negatively to the 1977 demolition request. Instead, federal housing officials convinced local commissioners, appointed by former Houston Mayor Fred Hofheinz, to apply for federal funds to renovate the project. In 1979, HUD authorized $10 million to rehabilitate the Allen Parkway complex.

However, McConn, who began his first term as mayor in 1978, said he "worked diligently for the whole four years I was there" to have Allen Parkway Village demolished because he believed renovation was hopeless and the land too valuable for low-income housing.

"Allen Parkway Village is old, it is in tremendous need of remodeling and repair and I kind of feel like, honestly, that you're pouring perfume on a hog when you . . . try to fix it up to any type of decent livable standards," said McConn, now vice president of corporate affairs for the Houston Sports Association, which operates the Astrodome.

Once the project was demolished, McConn said, the land was to be sold to a "big-bucks, very important" developer who would have built office buildings, shops and high-rise condominiums through a joint public/private partnership. The developer then most interested in the Allen Parkway Village site, according to McConn, was Schnitzer, chairman of the board of Century Development Corp., the nation's 10th-largest development firm.

Schnitzer said Hofheinz and McConn contacted him about acquiring the Allen Parkway Village site during their respective administrations. Schnitzer said he

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had little interest in the property when Hofheinz was mayor, but changed his mind during McConn's administration because "Houston was at the very apex of its growth."

The timetable for the deal had to be accelerated, according to McConn, when he lost his bid for a third term in November 1981. "We tried to push it," he said. "In fact, every contact I had in Washington, D.C., I contacted."

HUD officials in the Reagan administration gave preliminary approval to the 1981 demolition proposal.

Schnitzer said he had arranged financing to buy the property for a sale price that was "pretty close" to the housing authority's minimum bid of $63.5 million.

In its final demolition proposal sent in March 1982 to key HUD officials in Washington, the housing authority estimated that the value of the 37-acre tract "may be in excess of $250 million."

But in the midst of final negotiations, Ms. Whitmire removed the McConn-appointed housing board in April, shortly after she took office.

Schnitzer said he and other developers have little interest today in acquiring the Allen Parkway Village site. "I doubt there are going to be too many bidders," he said. "And if there are many bidders, I don't think they're going to bid very high prices."

In 1984, the housing authority submitted its most recent proposal to demolish the "obsolete" housing project. Commissioners appointed by Ms. Whitmire had endorsed demolition in November 1983 after a consultant's study concluded that renovation of the project was too costly.

However, some architects said the demolition decision had been made long ago and had little to do with the actual condition of the project.

"If anything (in Houston) would withstand a nuclear attack, it would be Allen Parkway Village," said Dana Cuff, an assistant professor of architecture at Rice University. "The housing authority is simply initiating a whole new type of slum clearance."

Some commissioners said they had decided in favor of demolition long before they authorized the consultants' study in May 1983.

H.J. Tollett Jr., then chairman of the housing board, said he was convinced by January 1983 that Allen Parkway Village should be demolished. And Luis Cano, a housing commissioner from 1982 until he stepped down in May, said he never believed there was a feasible alternative to demolition.

Garcia said that shortly after he was hired in March 1983 — three months before the consultants' study was begun — Ms. Whitmire told him that redevelopment of the Fourth Ward and other inner-city neighborhoods was to be one of his top priorities.

Garcia said he focused his attention on the best means of disposing of the Allen Parkway Village site, because he learned that demolition of the project was a "fairly cut-and-dried" issue.

Raymond Mitchell, director of maintenance when he retired last year after more than 25 years with the housing authority, said housing officials made a concerted attempt during the McConn and Whitmire administrations to demolish Allen Parkway Village and sell the land to developers in response to increased political pressure.

"I think it was all tied to the change in political climate," said Mitchell, who held several top staff positions with the housing authority during his career.

"You see, the local politicians had to approve it (demolition) first . . . . When I say politics, I don't necessarily mean just city government. I mean the whole political structure, from the money people on down."

ALLEN PARKWAY VILLAGE

City's proposal for Allen Parkway criticized

Residents like complex, worry about finding new housing

By Craig Flournoy
Staff Writer of The News

HOUSTON — Edna Beard and Moselle Monroe are Texas natives, widows in their 70s who have the same message for city and housing authority officials who want to tear down Allen Parkway Village: Don't.

"Folks around here want to stay," said Mrs. Beard, a 73-year-old resident who has lived in the complex for the past 15 years. "I don't want to leave. This is my home."

Officials of the Housing Authority of the City of Houston and the city say demolition of the 1,000-apartment Allen Parkway complex is in the best interests of its 1,750 residents.

"They're wrong, they're misguided," said city Development Director Efraim Garcia, who is brokering a massive real estate deal that hinges on demolition of Allen Parkway Village. "And when the time comes and they (tenants) are placed in a new environment, they will adapt very quickly."

Meanwhile, many tenants and

"We're like one big happy family here . . . Mexican, Vietnamese, black — we all get along well. If we had a way, we would go to HUD and tell them: Keep this place."
— Josephine Reinholt, Allen Parkway resident

former housing authority officials worry openly about where that new environment will be and how and when it will be provided.

"I would have a real problem (with demolishing Allen Parkway Village) because I don't know how we would replace it," said Robert Moore, who was director of the housing authority from 1976 through 1978. "That's the real question."

Housing officials have estimated the cost of replacing Allen Parkway Village's apartments and relocating displaced families at approximately $37.4 million — more than the authority's estimate to renovate the project.

"One thing is certain," said housing Director Earl Phillips. "The people who live at Allen Parkway Village and the people that live in the (surrounding) Fourth Ward (neighborhood) will, in fact, derive a better quality of housing as a result of this move."

City and housing authority officials said they cannot say where most of the replacement housing will be located, when it will be provided or exactly how it will be financed.

"It's real loose," said John L. Ziprich, who has served on the authority's board of commissioners since 1982.

Housing authority officials said it could take several years to replace Allen Parkway's 1,000 apartments because of the traditionally intense local opposition to such projects and President Reagan's deep cuts in funding for new federally subsidized housing during his first term in office.

"These apartments will never be replaced," said Lenwood Johnson, a disabled single parent who is president of the Allen Parkway Village Residents' Council. "They (housing authority officials) have to get the public to buy their (demolition) scheme, so they say they will replace them in the future. But that future will never get here."

Housing officials, who say they hope to take bids on the Allen Parkway land before the end of the year, plan to renovate 450 existing apartments and build 550 new units at an estimated cost of almost $34.4 million, according to the demolition application filed with the U.S. Department of Housing and Urban Development in Washington.

More than half the money — about $18.2 million — would be used to construct 400 new federally subsidized apartments reserved for the elderly, according to the housing authority's request before HUD. City and housing authority officials said the elderly-only developments will be built in the Fourth Ward.

"We definitely want a minimum of 400 units of elderly (public housing) in that area," said Phillips. "That's the only thing that we've really discussed at this point in terms of what's going to go in the Fourth Ward as it relates to the housing authority."

Phillips said he was "not in an intelligent position" to say where in Houston the other 600 replacement apartments would be provided.

Of the almost 13,500 applicants on the housing authority's waiting list, almost 13,000 have applied for family apartments, records show.

Special to The Dallas Morning News: Don Stine

Allen Parkway Village resident Moselle Monroe . . . "This place is so well-built that when (Hurricane) Alicia came, I slept right through it."

The Housing Authority of the City of Houston owns and operates 15 federally subsidized developments; 12 of which primarily house families. All but one of the family projects are overwhelmingly occupied by minorities. However, records show that whites live in about two of every three apartments in the three elderly-only developments.

"It's easier to get an elderly (development) built, no matter where it's built, with the idea that elderly projects will be occupied by whites," said Dr. Robert Bullard, a sociologist and housing authority consultant.

H.J. Tollett, chairman of the housing authority board from May 1982 through May 1984, said commissioners did not intentionally focus their replacement housing plans on elderly-only developments. There is no way of knowing in advance if whites will predominate in the elderly-only developments, Tollett said.

Elbert Winn, a former HUD official who oversaw the Houston Housing Authority during the early 1980s, said "elderly units are a fraud" that do not address the needs of low-income families displaced by demolition.

The Dallas Morning News interviewed a dozen families and elderly residents in Allen Parkway Village, all of whom were outspoken in their defense of the federally subsidized housing project.

"We're like one big happy family here," said Josephine Reinholt, a Houston native who reared two children during her 40-year residence at Allen Parkway Village. "Mexican, Vietnamese, black — we all get along well. If we had a way, we would go to HUD and tell them: Keep this place."

Residents praise the location of the complex, which fronts on the green expanse of Buffalo Bayou and is within walking distance of downtown.

"I really like living here, to be able to walk to where I need to go whether it's the grocery store or the hospital," said Bernadette Bibbs, a mother of two young children who has lived in the development 15 years.

Parents like Mrs. Bibbs said they like the openness of Allen Parkway complex, spread out over 37 acres and dotted with oak and cottonwood trees; elderly residents said they enjoy sitting in the courtyards created by the U-shaped design of the buildings. All tenants said they have never lived in apartments more solidly constructed.

"This place is so well-built that when (Hurricane) Alicia came, I slept right through it," said Moselle Monroe, a 79-year-old invalid who has lived at Allen Parkway Village for 16 years.

Willie B. Jackson, a 14-year tenant, said she is especially grateful for the federal subsidy that limits her rent to a maximum of 30 percent of her income.

"Those people who want to tear this place down just don't understand," said Mrs. Jackson, gazing from her porch in the direction of Houston City Hall. "If we had to go out in the private market, we'd probably all have to crowd up in a one-bedroom (apartment)," she said. "It'd be terrible, I tell you."

"The people who live at Allen Parkway Village and the people that live in the Fourth Ward will, in fact, derive a better quality of housing as a result of this move."
— Earl Phillips,
Houston housing
director

Ex-HUD officers had doubts

Housing authority's record raised concern about proposal

By Craig Flournoy
Staff Writer of The News

Irving Statman and Elbert Winn were worried.

Statman, head of the Dallas-area office of the U.S. Department of Housing and Urban Development (HUD) in the early 1980s, and Winn, then Statman's deputy, were responsible for overseeing the Housing Authority of the City of Houston. They didn't like what they saw.

HUD investigators had uncovered widespread mismanagement and numerous financial irregularities within the housing authority, which then had an annual budget of $140 million.

Statman and Winn, now no longer with HUD, said they had tried unsuccessfully for months to get Jim McConn, then Houston's mayor, and the public housing board of commissioners to clean up the authority's operations.

"I told them, 'You've got a terribly run, fiscally irresponsible staff here,'" Statman said. "I made my plea to the board. They turned a deaf ear on me."

Statman and Winn were particularly concerned about the financial irregularities when they learned the housing authority had made an unusual proposal to top HUD officials in Washington. In November 1981, board chairman J.L. Philips sent a confidential letter to HUD Secretary Samuel R. Pierce Jr.

The letter asked that HUD approve the demolition of the 1,000-apartment Allen Parkway Village housing complex so the land could be sold to private developers.

Houston officials proposed to sell the land for a minimum bid of $63.5 million. A confidential report, drafted by the authority's own staff four months later, estimated the same property could be worth more than $250 million.

Had the deal gone through, it would have provided millions of dollars to a housing authority which, according to government and private auditors, had not balanced its bank statements since 1977.

Less than three weeks after receiving the housing authority's demolition request, HUD officials in Washington responded that they were "pleased to approve the outlines of this highly innovative concept . . . ." The letter was signed by Philip Winn (no relation to Elbert Winn), then HUD's assistant housing secretary.

"The Reagan administration would waive the Ten Commandments to get that site to those developers," Elbert Winn said in a recent interview. "Big business, the big-dollar people, wanted those sites, and they (Reagan administration officials) would do anything for the good ol' boys — anything."

■

The Housing Authority of the City of Houston launched its first secret attempt in 1977, during the Carter administration, to demolish Allen Parkway.

In a letter dated Nov. 4, 1977, then-Director Robert Moore wrote federal housing officials in Washington that Allen Parkway Village's land values "have escalated beyond a cost where housing is the highest and best use."

Moore's letter noted that several developers were prepared to bid on the land; he estimated that sale of the property, scheduled for 1978, would bring in $17 to $26 million.

HUD's central office forwarded the housing authority's request to the agency's Houston office, citing HUD requirements that its local and regional offices first had to approve the demolition proposal.

"The Reagan administration would waive the Ten Commandments to get that site to those developers."

— Elbert Winn,
former deputy chief
of Dallas HUD office

■ History of dealings. 1A
■ Residents criticize plan. 29A

Tom Armstrong, then director of HUD's five-state Southwest regional office, appointed a staff member to evaluate the authority's proposal; he didn't like the findings. "The problem in Houston with its tremendous growth was that anything that was available to buy (as replacement housing) was way the dickens out in the hinterlands, and poor people wouldn't have any access to anything," Armstrong said recently.

Armstrong said the late Patricia Roberts Harris, then secretary of HUD, had a policy against disposing of low-income housing if it could be salvaged. "She wasn't going to let the developers profiteer at the expense of low-income people," said Armstrong, now a Fort Worth attorney.

Instead, HUD convinced the Houston housing authority to apply for federal funds to update Allen Parkway Village, which accounts for about one-fourth of the city's public housing stock. In 1979, the federal housing agency authorized $10 million to rehabilitate the complex, located in the shadows of downtown Houston.

◆

On Nov. 6, 1981, two days after McConn lost his bid for a third term as mayor, the housing authority made another secret attempt to secure federal approval for demolition of Allen Parkway Village.

The report acknowledged that Allen Parkway Village "is not excess to local needs for low-income housing" and therefore, under HUD's regulations, could not be demolished. Houston officials asked, however, that HUD waive this and other several other HUD requirements.

The demolition request was warmly received by HUD officials in the Reagan administration, despite the federal agency's own audits which revealed that the housing authority's finances were, according to Statman, "in a shambles."

A 1981 HUD management audit found the authority's financial condition was "seriously weak." Auditors blamed a top-heavy administrative staff whose questionable travel expenses and often excessive salaries had caused huge cost overruns; at the same time, auditors said, project maintenance was being neglected because of inadequate manpower and equipment.

As early as Dec. 3, 1980, according to documents, Statman met with McConn and William McClellan, housing authority director since 1979, to discuss the administrative and financial problems. But, Statman, in a recent interview, said, "I found out very quickly . . . that the staff wasn't going to listen to me."

McClellan, currently a real estate agent in San Antonio, defended his three-year term as head of Houston's housing authority. He said HUD's criticism that the housing authority's reserve fund had shrunk dangerously "didn't mean doodly-squat."

"By the end of the year we were the richest housing authority in the country," McClellan said.

In an April 7, 1982, letter to Kathryn J. Whitmire, McConn's successor, Statman said that for two years "there has been virtually no progress in achieving corrective action."

Despite the administrative and financial problems, HUD officials in Washington encouraged the housing authority to prepare a final demolition proposal. On March 12, 1982, Houston officials sent a confidential final sale proposal to Phil Abrams, then general deputy assistant secretary for housing.

"We made the decision that we would not deal with the tenants until we could go bang, bang, bang," McClellan said.

Armstrong, who spent 26 years with HUD, said he would have strongly objected to the housing authority's "fait accompli" approach had he been aware of it.

However, Armstrong and other HUD officials in Texas said they were not informed of the details of the second secret demolition proposal because HUD officials in Washington allowed the housing authority to bypass the agency's area and regional offices — a violation of HUD's own guidelines.

Despite the failure of top HUD officials to contact them, Statman and Winn said they decided to get involved because of their increasing concern about the proposed $63.5 million sale figure, which Statman termed a "ridiculously low price."

In its own final confidential demolition proposal sent to HUD, the housing authority noted "the value may be in excess of $250 million."

Monday, June 10, 1985 The Dallas Morning News

HOUSTON PROJECT:

Indochinese makeup of complex may make its destruction easier

By Craig Flournoy
Staff Writer of The News

HOUSTON — Hoeung Youk Lim, a 70-year-old refugee, first became homeless in 1939, when war forced him to flee his native China for Cambodia.

After the Khmer Rouge seized control of Cambodia in 1975, troops seized Lim's prosperous grocery business, killing one of his six sons. Another son reached the United States. The other four sons remain in Cambodia, but Lim doesn't know their whereabouts.

"The communists just liked to kill," Lim said through an interpreter. After four years in a work camp, Lim escaped with his wife, Sry Chin, and a grandson, walking for 10 days to reach Thailand. Two years later, Lim's family arrived in the United States. The family felt, Lim said, "like we had won a prize."

Their first home, a Houston apartment complex, later was torn down. In 1983, they moved into the sprawling Allen Parkway Village

Please see PRESENCE on Page 7A.

Hoeung Youk Lim ... "If they drive us out ... we have nowhere else to go."

SEE P. 15

WHAT COST RENOVATION?

Estimate for updating inflated, ex-official says

Last in a series

By Craig Flournoy
Staff Writer of The News
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HOUSTON — The cost of renovating this city's largest public housing project, according to the head of the Housing Authority of the City of Houston and a private consultant, would amount to $36.2 million — or more than $36,000 per apartment.

The estimate, they say, proves it would be more cost-efficient to demolish Allen Parkway Village and sell the 37-acre tract to private developers rather than refurbish the complex.

■ An unwanted stepchild. 6A

The estimate to update Allen Parkway Village, compiled by private consultant Robert Aprea at the request of housing authority Director Earl Phillips, includes a pavilion, sidewalks for skaters and a jogging trail. The plan also provides for $385 doors and allocates up to $1,400 to paint each apartment.

The Allen Parkway estimates are substantially higher than estimates to remodel two other similar public housing projects in Houston. Officials already have obtained federal authorization to rehabilitate Clayton Homes and Kelly Village at an average cost of $10,200 per apartment — less than one-third of the estimated $36,200 to update apartments at the Allen Parkway complex.

Renovation plans for Clayton Homes and Kelly Village contain no provisions for pavilions, jogging trails or skater sidewalks; the plans provide $120 doors and allocate $300 to paint each apartment.

The significantly higher estimate to renovate the 1,000-unit Allen Parkway complex is inflated, according to some architects, ac-

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ALLEN PARKWAY VILLAGE

Presence of Indochinese could help kill project

Continued from Page 1A.

public housing project.

For the first time in years, Lim said, his family felt secure. But now, amid plans by the Housing Authority of the City of Houston to demolish Allen Parkway Village and sell its property to private developers, Lim says security again has eluded him.

"I'm scared," said Lim, whose family lives on a meager combination of government assistance and his wages as a part-time dishwasher. "My wife is sick. She worries and gets more sick," Lim said. "If they drive us out of Allen Parkway Village, we have nowhere else to go."

There are others who share Lim's plight. During the last three years, housing authority officials have threatened to evict dozens of the Vietnamese and Cambodian refugees who live at Allen Parkway Village.

Housing Director Earl Phillips said Indochinese tenants were allowed to move into the Allen Parkway complex without waiting their turn on the housing authority's waiting list. That, Phillips said, makes them "squatters."

"They violated the process," said Phillips. "We're trying to build a community, and we want all (applicants) to have access to our services."

However, former Houston and federal housing officials, tenants and a housing authority consultant said the Indochinese are the latest casualties in an elaborate plan by a succession of housing officials: slash the number of residents at Allen Parkway Village to minimize opposition to the authority's plans to demolish the project.

"This was a way they could get rid of a large number of residents with little or nothing being said about it," said Lenwood Johnson, a disabled single parent who is president of the Allen Parkway Village Residents Council.

"They forced blacks out and replaced them with Indochinese without giving them valid leases. Now they are evicting these same families. . . .

"Where was management," Johnson asked, "when all this was going on?"

■

In 1977, Allen Parkway Village's 1,000 apartments were almost fully occupied. Most residents were black, as were their neighbors in the surrounding Fourth Ward area just west of downtown Houston.

Today though, more than half the apartments at the Allen Parkway complex are vacant. Of those that are occupied, Indochinese tenants live in almost six of every 10 apartments, although they comprise less than 5 percent of the residents in Houston's 11 other public housing projects.

The decrease in occupancy rates — and the simultaneous change in the racial makeup of the residents — resulted from a series of actions and frequently secret decisions by top housing authority officials, according to an investigation by *The Dallas Morning News*.

During the late 1970s and early 1980s, Houston housing officials — in violation of U.S. Department of Housing and Urban Development regulations — "steered" Vietnamese and Cambodian refugees into the Allen Parkway complex, skipping over qualified black applicants on the waiting list, according to interviews and documents obtained by *The News*.

Allen Parkway Village's Indochinese population, just 5 percent in 1976, reached 41 percent by 1980 and topped 59 percent by 1983, records show.

In 1983, housing authority officials launched a widely publicized campaign to evict many of these same Indochinese residents. Records show that Indochinese households at the project declined from 420 at the beginning of 1983 to 259 by 1985 — a drop of almost 40 percent.

Housing authority officials also launched two secret policies in 1983 that had another dramatic effect on occupancy at the Allen Parkway complex.

Officials refused to rent a majority of the project's 1,000 apartments, boarding up units as they became vacant, according to current and former housing authority officials. As a result, the number of occupied apartments at the project plummeted from 707 in January 1983 to 454 earlier this year.

"There was an overall scheme of depleting occupancy at Allen Parkway Village," said Charles Taylor, a former housing authority staff member who supervised the management and maintenance of Houston's public housing from 1980 through 1982. "I think that those decisions were directly connected to the effort to demolish Allen Parkway Village."

Current and former housing authority officials said they never intentionally tried to reduce occupancy to bolster the housing authority's repeated plans to demolish Allen Parkway Village. Officials, who said they could not explain the dramatic increase in Indochinese tenants at Allen Parkway, also denied steering applicants.

Phillips said the authority began boarding up units as they became vacant after the housing board of commissioners' vote in November 1983 to demolish the Allen Parkway complex.

"You don't want to move applicants into a project knowing it will be demolished," said Phillips, who has headed the housing authority staff since August 1982.

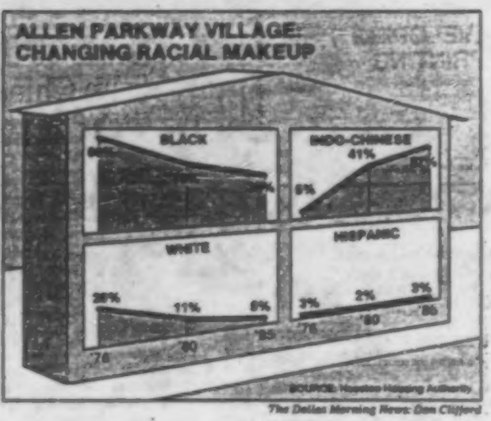
HUD, the federal housing agency, must approve the demolition of any public housing project; Houston officials are awaiting action on their request to raze Allen Parkway Village.

Tom Armstrong, who headed HUD's five-state Southwest regional office when he left in 1982, said Houston housing authority officials have closed apartments arbitrarily to strengthen their argument in support of demolition.

"The reason that the people weren't put in that project was that they (housing authority officials) just didn't want to exacerbate their problem (of relocating displaced tenants). . . . ," said Armstrong, now an attorney in Fort Worth. "If they could get the vacancy rate up higher and higher, then their argument (for demolition gets) better and better."

H.J. Tollett Jr., chairman of the housing authority board that voted in favor of demolishing Allen Parkway Village, said housing commissioners never made a decision not to make the project's apartments available for rent.

"It's not good policy for them to do that," said Tollett, co-owner of a Houston building management firm who served as housing board chairman from May 1982 until May 1984. "It just cuts back the funds they can obtain from the government. It's cutting off your



SOURCE: Houston Housing Authority

The Dallas Morning News: Don Clifford

Special to The Dallas Morning News: Don Sims

Hoeung Youk Lim and his wife, Sry Chin, eat dinner in their Allen Parkway Village apartment. Lim is worried about plans to demolish the housing project.

nose to spite your face, in my opinion."

William McClellan, executive director of the housing authority from 1979 through early 1982, denied steering residents, but he said the authority did violate federal guidelines in assigning apartments to applicants. He said a lot of people didn't want to live in the project, but the Vietnamese "will live anywhere."

"We did . . . violate a HUD regulation — you know, we have waiting lists and you are supposed to go through that process. . . . We allowed those (Indochinese) families to move in" ahead of other applicants, McClellan said.

Robert Bullard, a sociologist at Texas Southern University in Houston, contends housing authority officials maintained a "strategy of steering" in filling apartments at Allen Parkway Village during the late 1970s and early 1980s.

"The Indochinese were recent arrivals to the city, and blacks had been on the (housing authority's) waiting list much earlier," said Bullard, who as a housing consultant worked on an in-depth study of Allen Parkway Village. "In order to get ahead of blacks that meant they (the Indochinese) had to be bumped ahead."

A HUD investigation in 1980 revealed that housing authority officials routinely violated federal fair housing laws and the authority's own guidelines.

Houston officials repeatedly failed to offer applicants an apartment at the project with the highest number of vacancies, a practice that HUD records show heavily affected Allen Parkway Village. On a single day in April 1979, for example, the housing authority filled 26 apartments, but not a single applicant was offered housing at the Allen Parkway complex which, at the time, had the highest number of vacancies in the city.

During this same time period, Bullard said, the housing authority purposefully failed to maintain Allen Parkway Village. "That neglect over a four- or five-year period took its toll," Bullard said. "It's a concrete jungle."

"It's not coincidental," Bullard said, that the steering of tenants and neglecting of maintenance occurred simultaneously at the Allen Parkway complex.

"Before the current director got there, there was a decision that was going to be made to sell the project and to hell with the Fourth Ward," Bullard said.

"If you talk about demolishing a public housing project in the Fourth Ward that historically has housed black folks, this black community would be outraged," Bullard said. "But if you fill up the project with Vietnamese — they are not a powerful voting bloc — they would cause less political fallout."

■

In January 1980, Loretta Johnson, then 24, applied for a low-income public housing apartment in Hodston, listing Allen Parkway Village as her preference. At the time, Mrs. Johnson and her three young children were living in her mother's two-bedroom home, making ends meet on an income of $330 per month.

Today, five years later, Mrs. Johnson, a single parent, and her children still live with her mother. She said the housing authority still has not offered her an apartment, although more than half of Allen Parkway Village's apartments remain vacant.

Frustrated with delays, Ms. Johnson has filed a federal lawsuit against the housing authority, which still is pending.

Housing authority officials said repeatedly in 1983 and 1984 that applicants like Mrs. Johnson did not exist. They said dozens of Allen Parkway Village apartments were available, but low-income applicants would not accept them, according to news reports.

However, scores of Houston's public housing applicants did list Allen Parkway Village from 1982 through 1984, according to housing authority waiting lists obtained by *The News*.

The reason for the recent decline in occupancy at the Allen Parkway complex, according to two former housing authority staff members, was the housing authority's decision not to rent the project's apartments and to board up units as they became vacant.

"It was extremely expensive to keep boarding up the apartments," said Raymond Mitchell, head of maintenance when he retired last October after more than 25 years with the housing authority. In addition, he said, the vacancies "meant a greater opportunity for vandalism."

Taylor, a staff member for five years, said Phillips initiated the policy before the board's November vote in favor of demolition. Taylor said he strenuously objected to the policy at a meeting of top staff members.

"I quoted HUD handbooks which indicated that we were obligated to continue to lease the property," Taylor said. However, he said, Phillips told "me to keep my mouth shut about this."

A housing authority's refusal to make available apartments that could be rented violates its contract with HUD, under which the authority promises to provide decent, safe and sanitary housing for low-income people, according to Jacqueline Aamot, executive assistant to Warren Linquist, head of HUD's office of public housing.

"If their units are boarded up, they are clearly not meeting that responsibility," Ms. Aamot said.

Despite repeated requests, Phillips declined a second interview with *The News* to respond to the charges by Taylor and Mitchell.

Luis Cano, a member of the housing board that voted to demolish Allen Parkway Village, said that he recalled Phillips discussing the new policies with the board.

"I still don't feel comfortable with that decision not to lease (and) not to have people occupy the units that became vacant at Allen Parkway Village," said Cano, who served as a housing commissioner from 1982 until he stepped down last month.

"If I were a person on a waiting list of 5,000 and it were possible to put me in Allen Parkway Village, I would want to get in there to have a place to stay," he said.

Continued from P. 14

ALLEN PARKWAY VILLAGE

Estimate to update Houston project called inflated

Continued from Page 1A. tivists and a former housing authority official. Housing authority officials have relied on the estimate — and their claims that the project is physically obsolete — in the third and most recent bid to win federal approval to demolish the project.

The Allen Parkway site, fronting on the banks of the Buffalo Bayou, is considered pivotal to the city's ambitious plan to redevelop the historic Fourth Ward, a predominantly black neighborhood separated from downtown Houston by Interstate 45.

"I would say they (the renovation cost figures) are definitely inflated," said Dana Cuff, an assistant professor of architecture at Rice University. Ms. Cuff said the estimate "could easily be $10 million over," or as much as $24 million over" actual renovation costs.

Charles Taylor, a former head of the housing authority section responsible for determining renovation costs, said Aprea told him he planned to come up with renovation costs high enough to justify demolition.

> "I think that they came up with the worst possible case — the *absolute* worst possible case — for what it would cost to renovate that project."
>
> — Diane Ghirardo, architecture instructor

Taylor said Phillips later instructed him to compile itemized costs that would support Aprea's renovation estimates. "(I was) manufacturing the hell out of them, and he (Phillips) knew they were being manufactured," Taylor said.

Aprea denied Taylor's charge that he purposefully inflated renovation estimates, calling it "absolute unadulterated nonsense."

"You don't put windows in for $2 and you don't do all the repairs and the various amenities and the various physical work that has to be done to the project itself for a couple of dollars," Aprea said in a recent interview with *The Dallas Morning News.*

"I mean, it just doesn't fly. (If) you're going to do it (renovation), you're going to do it right or you don't do it at all."

However, Aprea said he did include a $2.8 million charge for interim construction interest that seldom is included in most public housing authorities' renovation budgets.

Phillips likewise denied the Allen Parkway estimates were inflated; the housing executive dismissed criticism from architects, activists and former top housing authority staff members as not worthy of response.

"They are opposed to what we're doing. They're nitpicking, and we don't even get into any kind of discussion with them," Phillips said.

To settle the long-simmering dispute over whether to demolish or renovate the Allen Parkway complex, which houses 1,750 low-income residents, the authority's board of commissioners hired a team of consultants in May 1983.

Luis Cano, then a commissioner, said it was Phillips who suggested hiring consultants, at an eventual cost of more than $75,000, to settle the Allen Parkway Village issue. Cano said Phillips also recommended the board hire Apres, of New York City, as lead consultant.

Apres said he previously had worked with Phillips when Phillips had headed the Newark (N.J.) Housing Authority.

In September 1983, the consultants recommended demolition of the Allen Parkway complex after Apres estimated renovation at $36.2 million; the consultant noted that even that figure "may not be adequate to ensure that Allen Parkway Village will be a viable ongoing project." Two months later, the board of commissioners unanimously voted to demolish the complex, which accounts for about a third of the city's public housing stock.

Special to The Dallas Morning News: Dan Stone

Earl Phillips, director of the Houston housing authority, denies that estimates to renovate Allen Parkway Village were inflated.

"The figures ... indicated that the cost for rehabilitation was too high, and therefore it would not be logical to try to rehabilitate Allen Parkway Village," said Cano, a housing commissioner from 1982 until he stepped down last month.

Cano said he and other commissioners believed the renovation costs were unusually high, but that Phillips assured them the housing authority staff had substantiated the figures.

"I still don't feel totally comfortable with those figures," said Cano, who directs a federally funded job training center in Houston. "I'd like to get a more detailed explanation."

Lenwood Johnson, president of the Allen Parkway Village Residents Council, and Barry Klein, a real estate broker, said in a lengthy critique of Apres's work that "rehabilitation cost estimates are inflated at least 100 percent to 400 percent."

"For unknown reasons," they said, "a decision was apparently made to base the cost estimates on reconstructing the project to River Oaks standards, not simply restoring the units to a useful status."

"There was no preconceived notion," said Apres, who put together his renovation estimates in four months and was paid almost $25,000 for his work. "There was no purpose in terms of inflating the cost. I mean, that's a bunch of nonsense. Everybody keeps talking about all these costs, etc. You know facts speak for themselves."

Documents and interviews obtained by The News show that Apres's estimated renovation cost of $36,200 per apartment is significantly greater than previous estimates for Allen Parkway Village as well as for the actual rehabilitation of other large public housing projects. For example:

■ A private architectural firm, retained for $351,000, estimated in 1980 that Allen Parkway Village could be rehabilitated for $11.6 million — less than one-third of Apres's estimate. Lee McCowen, a co-owner of the architectural firm and the lead architect, recently said that the Allen Parkway complex was structurally sound and that the $11.6 million renovation would have made it a viable project for many years.

■ Apres's estimate is 300 percent higher than the 1982-83 nationwide average rehabilitation costs for public housing projects with 200 or more apartments, according to Housing and Urban Development Department figures. The federal housing agency authorized loans of about $10,000 per apartment for comprehensive improvements in the large projects.

■ Construction industry figures published in 1984 list the cost of newly built public housing at approximately $43,000 per apartment — 19 percent more per unit than Apres's estimates to remodel Allen Parkway Village, according to Diane Ghirardo, an assistant professor of architecture at the University of Southern California in Los

Angeles.

"I think that they came up with the worst possible case — the absolute worst possible case — for what it would cost to renovate that project," said Ms. Ghirardo, formerly a Texas A&M University architecture professor who has done extensive studies of Allen Parkway Village.

"The housing authority and some forces in Houston ... want that project to be demolished, primarily because it sits on the bayou, it's next to River Oaks, it's next to the downtown," Ms. Ghirardo said. "They want that thing down, and they are going to come up with the facts and the figures and the data ... to make that case."

■

The day before Houston housing commissioners decided the fate of Allen Parkway Village, Phillips sent them a memorandum endorsing the consultants' findings, noting that the housing authority staff supported the demolition recommendation.

"The whole plan ... has just seemed to go awry and begun to follow the traditional steps of the old urban renewal process," said Taylor, who until his resignation in 1984 headed the authority's section responsible for determining renovation costs. "The whole (demolition) plan should stop."

Taylor said his staff had worked for two years on renovation budgets for Allen Parkway Village, Clayton Homes and Kelly Village prior to Apres being hired as a consultant.

Taylor's staff found that the Allen Parkway complex could be rehabilitated with a "Cadillac design" for $27,000 per apartment; Kelly Village, $21,500 per unit; and Clayton Homes, $19,000 per apartment. However, Taylor said Apres rejected the Allen Parkway Village figures because they left open the option of renovating the project.

During a meeting in his office, Taylor said, Apres told him: "These costs are too low. You're not going to be able to justify demolishing it. We need to add in additional costs to show that this thing is just not feasible for rehabilitation.' "

Apres, with Phillips' agreement, then "added some figures to it to bring it up from my estimate of $27,000 (per unit) to $36,000," Taylor said.

Apres said Taylor's charge "sounds (like) a little bit of disgruntlement" from a former housing authority employee. "If he was still working at the (housing) agency he wouldn't make those kind of statements," Apres said.

Apres said he did recall a discussion with Taylor in which they reviewed various cost estimates. But, Apres said, "there was never a clear attempt by anybody to try and raise the number to justify the end result. That was not the purpose and that was not the discussion."

Apres's $36.2 million renovation estimate includes several questionable costs, according to interviews with architects, Taylor and a top HUD official. Among them:

■ A jogging trail, pavilion, skate pavement, barbecue grills and landscaping costing $370,000, which Ms. Ghirardo termed middle-class luxuries that *are* not necessary in a low-income public housing project. Apres said that "anybody can nitpick over a couple of bucks on a number."

■ Elevators for each of the three-story buildings that in recent years have housed elderly residents. The consultant's report does not itemize the price of the elevators or the cost to install them. Taylor and Ms. Cuff said it would be more economical to relocate elderly residents in other buildings as they are renovated. Apres said the suggestion was simply more nitpicking from critics. "You still have a physical obsolescence (problem) in terms of these three-story buildings," Apres said.

"This complex (Allen Parkway), with proper maintenance, will probably hold up better than new structures which are made of wood, gypsum board and plywood."
— Thomas McKittrick,
Houston architect

■ Interim construction interest and HUD financing costs that total $3.5 million. "Those numbers are built into the (HUD renovation) laws," said Taylor. Warren Lindquist, HUD's assistant secretary in charge of public housing, said housing authorities do not have to take those costs into account in putting together renovation budgets.

"Most agencies don't add that number into their costs," said Apres, referring to the $2.9 million in interim construction interest he added to his renovation estimate. "But it is a cost. Somebody's got to pay that, whether (the) Houston housing authority pays it or the (federal) government pays it."

Charges for interim construction interest and HUD financing are not listed on McCowan's 1980 report.

Please see ARCHITECTS on Page 7A.

Architects say project solid enoug to remain in use

Continued from Page 6A.

novation estimates for Allen Parkway Village; the charge also is not listed on the budget submitted by the housing authority to HUD for renovation of Clayton Homes and Kelly Village.

■

While Ayres was hammering out final details of the Allen Parkway Village renovation costs in August 1983, the housing authority applied to HUD for funds to update the 333-apartment Kelly Village and the 348-unit Clayton Homes projects.

In contrast to Allen Parkway Village, the housing authority lowered Taylor's renovation estimates for these two projects: from $21,500 to about $12,000 per apartment at Kelly Village and from $19,000 to less than $8,300 per unit at Clayton Homes.

Phillips wrote HUD that the 681 apartments at the two projects could be renovated for a total of just under $7 million. In September, HUD officials approved the request.

Kelly Village and Allen Parkway Village were built in the early 1940s, while Clayton Homes was built in 1952, housing authority records show.

Phillips said renovation costs for Allen Parkway Village cannot be compared with those for Kelly Village and Clayton Homes.

"You're talking two different developments, you're talking size of units, you're talking underground distribution systems, you're talking electrical systems, you're talking about the construction materials of one development vs. the construction materials of another development," Phillips said. "All of those things have a completely different and varied, you know, response."

Taylor and some private architects said the three housing projects are roughly comparable, particularly Allen Parkway and Kelly Village; they said the real question is why cost-saving measures were used in computing renovation costs for Kelly Village and Clayton Homes but not for Allen Parkway Village.

"The (housing authority's) commitment was not at Allen Parkway Village because the housing authority accepted lesser rehabilitation costs for Kelly and Clayton, and they could have accepted lesser rehabilitation costs for Allen Parkway . . . but they chose not to," Taylor said.

The differences in estimates to renovate Allen Parkway Village and the two other projects were substantial. Figures showed, for example, that:

● Painting at Allen Parkway Village was estimated at from $910 to $1,360 per apartment. Although the housing officials noted that Kelly

"The (housing authority's) commitment was not at Allen Parkway Village because the housing authority accepted lesser rehabilitation costs for Kelly and Clayton, and they could have accepted lesser rehabilitation costs for Allen Parkway . . . but they chose not to."

— Charles Taylor,
former housing official

Village and Clayton Homes were in "severe need of painting," they estimated the cost at $300 per unit.

- Entry doors at the Clayton and Kelly projects were estimated at $120 each; entry doors at the Allen Parkway complex were figured at $385 each.
- Refrigerators for Kelly and Clayton were priced at $327 each, but at Allen Parkway Village refrigerators were estimated at $495 each.
- Smoke detectors at Kelly and Clayton were figured at $15 each, but at Allen Parkway Village the cost was put at $65 each.

Taylor said that Phillips, after receiving a request from the American Civil Liberties Union for data supporting Aprea's estimate, told him to compile a list of itemized costs.

"What we had to do was to take the Aprea figures and . . . make the (specific) costs and the quantities fit Aprea's figures," Taylor said.

Despite repeated requests, Phillips declined a second interview with *The News* to respond to Taylor's comments. However, in an earlier interview, Phillips said that "when somebody will specifically tell a lie and say Phillips said so-and-so, that hurts the hell out of me, because I don't, and I really try to pride myself in being up-front and aboveboard."

Aprea said he included a detailed breakdown of costs in arriving at his $36.2 million renovation price tag and that he left these documents with the housing authority.

Aprea, asked about some specific estimates, such as $385 doors for Allen Parkway, said, "I don't understand where they got those numbers from." Of the disparities in costs — such as $495 refrigerators for Allen Parkway Village vs. $327 refrigerators for Clayton Homes and Kelly Village — Aprea said, "I don't know the answer to that, to be honest with you."

Aprea did explain one disparity in costs. He said he planned to use electrically operated smoke detectors costing $65 each in Allen Parkway Village, and he assumed Clayton Homes and Kelly Village were to get $15 battery-operated models.

"We were doing a right job (on Allen Parkway Village)," Aprea said.

However, some architects said such disparities show the housing authority has never been serious about renovating the Allen Parkway complex.

"Rehabilitation costs were absolutely irrelevant from the housing authority's point of view," said Ms. Cuff, the Rice architecture professor who has sponsored a design competition that she said showed Allen Parkway Village can be renovated for a fraction of Aprea's estimate.

"In fact, what they really needed to do was to justify demolition because they (housing authority officials) need the money that they thought they could earn from selling that land," she said.

■

In 1984, the housing authority submitted a formal application asking HUD for permission to demolish Allen Parkway Village. The housing authority said the project meets demolition requirements outlined in federal law: "Allen Parkway Village is a physically deteriorated, obsolete public housing development," and "no reasonable program of modifications is feasible to return the project to useful life."

A top HUD official said recently that agency approval of the demolition request is a virtual certainty; city officials say they hope to begin taking bids on the Allen Parkway site late this year.

However, several architects and two former top staff members with the housing authority said Allen Parkway Village is as structurally sound as any building in Houston.

Thomas McKittrick, a Houston architect and former president of the Texas Society of Architects, said in a 1984 sworn affidavit that many of the problems cited at the Allen Parkway complex can be found in a majority of residences in Houston's older neighborhoods.

"Indeed," McKittrick's affidavit states, " . . . this complex, with proper maintenance, will probably hold up better than new structures which are made of wood, gypsum board and plywood."

Improvement funds never spent

Ex-housing officials say Houston never intended to rehabilitate project

By Craig Flournoy
Staff Writer of The News

> "When I came into the project in 1980, they had set up offices for the renovation. When I was shown my apartment I was told I was going to get new steel windows, new doors, a new stove and a new refrigerator. This is what all the tenants were told."
>
> — Lenwood Johnson,
> Allen Parkway Village tenant leader

For years the Housing Authority of the City of Houston treated Allen Parkway Village like an unwanted stepchild.

"It was allowed to deteriorate over the years," said H.J. Tollett Jr., chairman of the housing board of commissioners from 1982 to 1984. "There was very little, if any, preventive maintenance done on the property over the last 10 or 15 years."

When the U.S. Department of Housing and Urban Development authorized $10 million in 1979 to renovate Allen Parkway Village's 1,000 apartments, an air of expectancy swept the project.

"When I came into the project in 1980, they had set up offices for the renovation," recalled Lenwood Johnson, president of the Allen Parkway Village Residents Council. "When I was shown my apartment I was told I was going to get new steel windows, new doors, a new stove and a new refrigerator. This is what all the tenants were told."

Today, tenants still are waiting for the improvements. In the six-year interim, housing officials have spent just over $700,000 of the HUD renovation funds — none of which was used to rehabilitate the project. Records obtained by *The Dallas Morning News* from HUD and the housing authority show:

■ More than $351,000 was spent for architectural drawings and renovation estimates the authority never used.

■ Another $337,000 was spent on administrative expenses.

■ Almost $40,000 was used to clean out and board up units — the sole "repairs" the housing authority said it made with the renovation funds.

Elbert Winn, a former Texas HUD official, and tenant leader Johnson said Houston officials purposefully failed to use the renovation funds because repairs ultimately would have interfered with the housing authority's ongoing plans to demolish Allen Parkway Village and sell the 37-acre site to private developers.

"They had no intention of using it," said Winn, who as deputy manager of HUD's Dallas-area office oversaw the housing authority's operations during the early 1980s.

William McClellan, executive director of the housing authority from 1979 through early 1982, blamed federal officials. "We were having hell with HUD," said McClellan, now a San Antonio real estate agent. "We were making every attempt to spend the money, and HUD was throwing stumbling blocks in our way."

Robert Moore, the housing authority's executive director from 1976 through 1978, is particularly upset the money was never spent because he was the one who applied for it.

"Obviously they didn't intend to renovate (Allen Parkway Village)," said Moore, now a Washington, D.C., housing consultant.

In 1977, Moore sent a confidential letter to HUD officials in Washington seeking federal permission to demolish the project. Moore's letter estimated the project needed $11 million for repairs; his letter noted that "it is clear to this authority that modernization funding at the aforementioned level will not be available in the near future."

Moore, in a recent interview with *The News*, said he was "hyping" the need to dispose of the project on instructions from housing commissioners. "I was much stronger on keeping Allen Parkway Village than anyone on the board or on the staff," Moore said.

The late Patricia Roberts Harris, then secretary of HUD, discouraged demolition, but did offer an alternative, Moore said. "Pat Harris told us at the time that she was coming out with the urban initiatives program (to renovate older projects) and said this would perfectly fit Allen Parkway Village," Moore recalled.

"When we took the $10 million, that foreclosed any idea of selling Allen Parkway Village," Moore said.

But less than two years later, the housing authority made a second secret request to demolish the Allen Parkway complex. In its Nov. 6, 1981, request to HUD, the housing authority said the renovation funds "are not adequate to significantly

Special to The Dallas Morning News: Don Stine

Lenwood Johnson, tenant leader at Allen Parkway Village, says renovations promised when he moved in have never been made.

improve the physical conditions of the development."

At the time of the letter, the housing authority had spent only about $600,000 of the $10 million authorized, according to HUD records.

HUD auditors blamed housing authority officials for botching the renovation program by failing repeatedly to take the steps necessary to receive the federal funds.

McClellan said he made every effort to spend the funds, but said he considered the $10 million "a drop in the bucket" when compared with the amount needed to update the project.

John S. Chase, a Houston architect who served as a housing commissioner in 1981 and 1982, said the renovation of Allen Parkway Village during his tenure was a "dead issue."

"I had nothing to do with the renovation of Allen Parkway Village, the board I served on, nothing, nothing," Chase said in a recent interview. "It had been initiated when I came on, and it was just sort of a dead issue, really. We didn't have any working with the architect or the project."

Earl Phillips, the current housing director, did make an attempt to secure the renovation funds in 1982. However, Charles Taylor, then a key housing authority official, said Phillips' 1982 letter "was just laying the groundwork for an alibi in the event that the question ever arose as to whether or not that particular administration was really trying to let Allen Parkway deteriorate."

In Phillips' Sept. 27, 1982, request, he asked HUD to release more than $5.6 million of the renovation funds. He also noted that "no final decision has been made by our Board of Commissioners relative to the selling or complete rehabilitation of this development."

HUD officials in Houston turned down all but $12,000 of the request. HUD said it did not believe it was "prudent to make major expenditures" on a project the housing authority was considering tearing down.

Taylor said he drafted the initial letter to HUD thinking it was a "bona fide request" for needed long-range improvements. But, Taylor said, Phillips, stymied any chances of HUD approval by inserting the sentence stating that the housing authority was considering disposing of Allen Parkway Village.

"The original draft letter that I wrote did not have that (sentence) in there, but I was instructed to put that in it by Earl Phillips," Taylor said. "Putting that in the letter was not the proper thing to do."

Despite repeated requests, Phillips declined a second interview to respond to Taylor's charge.

"If there was a conscience about the tenant and the project, this ($10 million in renovation) money would have been spent," said Winn, the fomer HUD official. "But there never was a conscience."

DOCUMENT B

Assorted Press Clippings

Post

Editorial

A question of timing

Earl Phillips, executive director of the Houston Housing Authority, says the agency is not playing into the hands of developers by moving to demolish the Allen Parkway Village housing project.

Phillips and the rest of the authority's board seem well-intentioned and sincere, and his comment is probably correct in the sense that they believe in what they are doing.

This does not address the troubling question, however, of why there is such a sense of urgency to demolish the project and sell the land smack in the middle of one of the worst real estate slumps Houston has ever known.

Residents of the project say being relocated will be a major hardship for them, which is undoubtedly true. They also allege that the estimated cost of renovation has been vastly inflated in order to bolster the cause of demolition — a difficult charge to prove, but $32 million does seem excessive.

The troubles of Allen Parkway Village are myriad. The facilities are badly deteriorated, and crime is a problem, although that situation seems to be turning around. It may well be that razing the project and disposing of the property is the right decision. But the problems have been known for years. Why is the push on now?

There is a right time and a wrong time to sell anything, and the rush to sell this property in the current buyer's market raises suspicions that won't go away.

Is this an act of bad faith, or of bad judgment? It seems to be the latter, but that makes it no more palatable.

Page 12, Section 1 Houston Chronicle Tuesday, June 5, 1984

EDITORIALS

Need some clear answers on Allen Parkway plan

We do not understand why the Houston Housing Authority has a $63 million plan to demolish Allen Parkway Village and relocate its residents when the estimated cost of renovating the project is $36 million.

There may be good answers to that. If so, they should be made quite clear before this whole matter gets beyond the point of no return. Why is it so desirable to get rid of Allen Parkway Village instead of renovate it? Will this plan to provide 1,536 public housing units to replace Allen Parkway's 1,000, at this kind of cost, ultimately be to the benefit of the city? Where will the various smaller, replacement housing projects be built?

There are a great many generalities about this plan, but few specifics. That is not sufficient. The fix the city finds itself in over the proposed new convention center illustrates the danger of taking off on uncharted courses where the taxpayers do not have clear, reliable information on just what is to be done and how.

Despite all the promises to the voters before last fall's election that building the convention center was a cinch — not to worry — it now turns out that estimates show it will have to be cut back, parts left unfinished, more land bought and "creative" financing employed to sell the bonds, financing that would leave the city with bonds that have no effective ceiling on their interest rate.

The city should not chance winding up in another mess like this for lack of specific and reliable information beforehand on Allen Parkway Village. Why that much greater figure for relocation instead of renovation? What is to happen to the Allen Parkway land? There are plans to lease it and maintain some control of it. Is that feasible? Where are the new public housing projects to be? Except for one, the sites are all "undetermined." Do they have to be on expensive property? Is there no way they can be in less expensive, undeveloped areas, served by transit?

There should be a clear and exact understanding of all these things. There isn't now

Page 26, Section 1 Houston Chronicle Thursday, March 21, 1985

EDITORIALS

Why is housing authority operating this way?

The Houston Housing Authority has for some time shown a disturbing tendency to conduct its affairs in secret.

In the latest such instance, the housing authority refuses to make public its operating budget for this year. The authority's board approved the budget in an open, public meeting but would not reveal what it contained.

Earl Phillips, the housing authority's director, said officials of the federal Department of Housing and Urban Development had asked that the budget not be revealed until it was approved by them. But HUD officials say they know of no such federal rule and that releasing budget information is up to the local housing authority.

The housing authority is a public agency, spending taxpayer money on public business. Its budget is obviously public business and the authority should not be concealing it.

This secrecy and refusal to be accountable to the public seems to be part of a pattern, or mind-set, at the authority. It has, for example, consistently refused to answer serious questions raised about the figures it has used to justify demolition of Allen Parkway Village.

The HHA estimates that the cost of rehabilitating Allen Parkway Village would be $36,000 per unit. Yet it requested and received federal funds to rehabilitate two similar housing projects here at a cost of about $14,000 per unit. Why the difference? The housing authority refuses to even discuss the matter.

We do not know why the housing authority is being operated this way, with a lack of elementary public accountability. But it seems time for someone to find out.

Page 14, Section 1 Houston Chronicle Tuesday, August 7, 1984

EDITORIALS

Housing authority should explain itself. Forthwith

The Houston Housing Authority refuses to explain why its estimated cost for rehabilitating Allen Parkway Village is more than twice as high as the cost to rehabilitate two similar public housing projects here.

This is simply unacceptable. The HHA is a public agency, spending taxpayer money on public business. It is obligated to explain how it goes about that business.

The HHA wishes to demolish Allen Parkway Village. It estimates that the cost of rehabilitating the project would be $36,000 per unit. Yet it requested and received federal funds to rehabilitate two similar projects, Kelly Village and Clayton Homes, at a cost of about $14,000 per unit.

The line items in these costs raise even more questions. The HHA estimates it would cost $1,300 per unit for painting at Allen Parkway, but requested $300 per unit for painting at the other two projects which were described as in "severe need of painting." New heating units at Allen Parkway were estimated at $420 per unit, while the request for the other two projects was $175 per unit. Installing smoke detectors was estimated to cost $65 per unit at Allen Parkway, and $15 at the other two projects.

Why are these costs so different? It is a simple and pertinent question and demands a straightforward answer. There may be some reasonable explanation. If so, fine, let's hear it. But the HHA refuses to provide an explanation.

That should not be tolerated. The HHA is an instrumentality of the city, its board is appointed by the mayor. The mayor and the City Council would not for two seconds put up with such arithmetic without explanation from anyone else.

Neither should the public have to put up with it. The HHA should explain itself. Forthwith.

THE NEW YORK TIMES, WEDNESDAY, MARCH 20, 1985

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Houston Official Said to Ill-Treat Vietnamese

By WAYNE KING

Special to The New York Times

HOUSTON, March 19 — The head of a public housing tenants' organization testified today that the executive director of the Houston Housing Authority had displayed a pattern of treating Vietnamese tenants with contempt and using a racial epithet in referring to them.

The testimony came in the second day of a hearing on a motion to stop the authority from evicting Vietnamese tenants from an inner-city housing project.

On Monday lawyers for the Vietnamese introduced a study, commissioned by the housing authority itself, that suggested the agency had intentionally "steered" politically powerless Vietnamese into the project to make it easier for the authority to let it decline, tear it down and sell the downtown land for a large profit.

The theory, according to the housing authority study, was that "a decision to demolish a project that houses Vietnamese refugees would cause less political 'fallout' than the same decision to tear down a project housing mostly black families."

Director Disputes Study

Despite the study, which cost the housing authority $57,000, its executive director, Earl Phillips, testified Monday that the authority had not "steered" Vietnamese into the project.

Built in the 1940's as an all-white project, the 1,000-unit project, Allen Parkway Village, had by the mid-1970's become heavily black, but in recent years it has housed an increasing number of Southeast Asians, who now account for about 60 percent of its occupancy.

Mr. Phillips, who is black, offered no explanation for the rapid change in the project's ethnic makeup and maintained it was "not significant."

Today the head of the project's tenant council, Lenwood Johnson, who is also black, said that Mr. Phillips had "a lot of contempt" for Vietnamese and "called them names that were very derogatory."

One such word, he said, was "tang," which he said he could not define but which he compared to other racial epithets.

Use of Term Is Denied

Mr. Phillips, who testified for more than five hours Monday, did not take the stand today. At a recess, however, he denied ever using such a term and said, "I don't even know what the word means." He described Mr. Johnson's testimony as "unfounded."

Mr. Johnson said Vietnamese tenants were treated differently from others at the housing project. "No, I have not seen them treat any other race that way," he said. "It kind of makes me ashamed."

Mr. Johnson said that Asians in the project, most of whom speak little or no English, were sometimes evicted without warning.

"I've seen them board up houses — I've seen them lock out Indochinese families without a hearing," he said.

Families Were Still There

"I saw them board up a house with the family in it, the housing authority maintenance people," he said. "They came and took out the stove and the hot water heater and started boarding up the windows. They were in the house at the time."

Mr. Phillips did not comment specifically on those allegations but characterized the testimony in general as "not the truth."

However, he confirmed that units that became vacant in the housing project were boarded up rather than filled with other tenants.

The housing authority voted in late 1983 to tear down the project and use the land to generate income through sale or lease, but the Department of Housing and Urban Development, which provides Federal subsidies for Allen Parkway Village, has not given its permission to demolish the project.

Critics of the plan to tear it down maintain that the city has embarked on a program of willful neglect to force the Federal Government to allow abandonment of the project so the land can be used for more attractive redevelopment. They note that the housing authority spurned $10 million in Federal aid to renovate the project.

Lawyers for the Vietnamese on Monday introduced the housing authority's 1985 budget, which showed 905 units available, the same number that has been used for several years. However, the housing authority acknowledges that fewer than 500 of the project's original 1,000 units are now in service, the rest being boarded up.

After a detailed examination of the budget in the courtroom Monday, Sam Hudman, an administrator in the Houston office of the Department of Housing and Urban Development, conceded that the project had collected more than $700,000 over the last three years for units that were boarded up.

He described the spending for such units as "unusual" but not illegal.

Sale of housing project called ill-advised

★ The Houston Post/Thurs., Jan. 24, 1985/ 13A

By JANET ELLIOTT
Post Reporter

City housing officials may have to repair units at Allen Parkway Village and hold on to the property for at least five years to get top dollar for the land, a Houston developer said Wednesday night.

To sell the 37-acre tract in the current depressed real estate market would be a "fire sale," said John P. Hansen, president of John Hansen Investment Builder.

Hansen was joined by other developers and Houston City Councilman George Greanias in predicting that Fourth Ward redevelopment will not happen any time soon. The panel also agreed it is not likely that a single developer will be interested in the area.

The comments were made at a Rice Design Alliance symposium on the Fourth Ward, an area just west of downtown in which most residents are poor, black renters.

Hansen said the Houston Housing Authority may have to bring the dilapidated units at the low-income Allen Parkway Village project up to living standards and hold off on plans to tear down the project and lease or sell the land.

The housing authority wants to use proceeds from the transaction to fund new public housing since federal dollars no longer are available for construction. In anticipation of closing the project, the HHA has been boarding up units as they are vacated instead of repairing and renting them.

Dick Bryant, senior vice president of Cadillac Fairview Urban Development Inc., said he sees no single developer waiting to acquire 100 acres of the Fourth Ward.

"The development prognosis for the Fourth Ward is pretty dim. I cannot see in the near future any single developer taking the entire area as a unit," Bryant said.

Greanias agreed, admitting this is opposed to the direction taken by city Planning Director Efraim Garcia, who has organized a majority of Fourth Ward property owners to offer the land as a parcel to a single developer.

Another revelation agreed upon by the panelists is that the Fourth Ward may not after all be the best downtown-area land for redevelopment.

Robert Eury, president of Central Houston Inc., said there are other attractive sites that could be more easily redeveloped because they are not affected by social and political issues such as those attached to the Fourth Ward.

Page 16, Section 1 ★★★ Houston Chronicle Thursday, January 24, 1985

Unified development of Fourth Ward by one developer highly unlikely, builders say

By LORI RODRIGUEZ
Houston Chronicle

Unified development of Houston's Fourth Ward by one developer is highly unlikely in the foreseeable future, say two major builders.

"A single developer undertaking the development of the entire area is a specter to some people — and a white knight to others — that might not even exist," said Dick Bryant, senior vice president of Cadillac Fairview Urban Development Inc.

Bryant stressed he was speaking as a longtime pragmatic developer and not necessarily representing the views of Cadillac Fairview, which is developing Houston Center.

"Taking on the entire project is beyond the capabilities of any development company I know of," Bryant said.

One reason, added John P. Hansen, president of John Hansen Investment Builder, is that the real estate market is in a near-depression.

"I don't think any major redevelopment effort is going to start soon in the Fourth Ward," he said.

Bryan said another major reason is that Houston is "dramatically overbuilt, and there's no market demand for a mass of property of that size."

Bryant and Hansen were among panelists discussing Fourth Ward redevelopment during a Wednesday night symposium held by the Rice Design Alliance.

According to a controversial plan proposed about a year ago by city Planning and Development Director Efraim Garcia, at least 85 percent of the mainly absentee landlords were to sign option agreements to sell their blighted but valuable land in Houston's oldest and poorest black neighborhood.

This would supposedly open the way for the city to seek federal monies to relocate the thousands of residents.

About 250 landlords have since agreed to sell their property for a minimum of $20 per square foot.

"Development of the Fourth Ward will take place regardless of what the city will or will not do," said Councilman George Greanias, whose District C includes the area.

"Relocation is going to take place regardless of what the city does — people will just be gradually shoved out by developers."

Already, said Greanias, many sagging shacks are being razed by individual owners and replaced with parking lots.

Saturday, December 15, 1984 Houston Chronicle ★★ Section 1, Page 13

METROPOLITAN

Fourth Ward group, city seek developer

By LORI RODRIGUEZ
Houston Chronicle

Early next year meetings will begin between city officials and a group controlling about 70 acres in Houston's oldest and poorest black neighborhood — the Fourth Ward — aimed at eventually finding a developer willing to pay about $1 million-an-acre for a tract that could ultimately include about 175 acres.

Steven Jarnigan, director of the Fourth Ward Property Owners Association, said Friday that the mainly white group consists of about 85 percent of the area's landowners — or 225 persons — who have all agreed to sell their combined property for a minimum $20 per square foot.

If all the Fourth Ward property owners sign similar agreements by the time the city Planning and Development Division and the association begin taking bids from developers across the nation, the privately owned tract could total between 85 and 90 acres, Jarnigan said.

Just as likely, he added, is the chance that the final parcel will include city and county property.

The first step, though, said Jarnigan, is for the association and city Planning and Development Director Efraim Garcia to negotiate a proposal to be submitted to the mayor and City Council for approval, possibly within one or two months.

Garcia could not be reached for comment but, according to a controversial plan he hatched about a year ago, 85 percent of the property owners had to agree to set aside about 20 percent of their combined property for a roughly six-block, deed-restricted historical area, about 400 units of low-income and elderly housing and green space for parks.

The city's end of the bargain would be to seek an urban Development Action Grant, which would provide relocation funds to the several thousand displaced tenants, amounting to $4,000 per family. It would also allow them to move into other federally funded subsidized public housing here.

On the surface, it's a tidy plan, but there are potential snags.

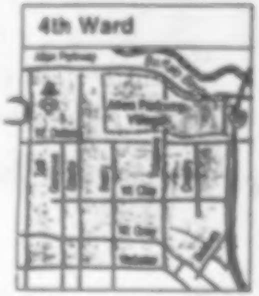
For one, administration sources have indicated the urban development program remains a strong candidate for severe cutbacks or outright elimination in President Reagan's emerging deficit-reduction plan.

The future of Allen Parkway Village is similarly in question.

There is also opposition from the Freedmen's Town Association, a neighborhood preservation group, and the ho-hum state of the real estate market here.

Saturday, November 3, 1984 Houston Chronicle

Most landowners in Fourth Ward reportedly agree on sellout price



Chronicle

By LORI RODRIGUEZ
Houston Chronicle

by L. Sachs

The largest property owner in Houston's oldest and poorest black neighborhood — the historic Fourth Ward — says 85 percent of those owning the blighted but valuable land in the western shadow of downtown have agreed to sell their property for a minimum $50 per square foot.

This opens the way, said Steven Jarnigan, managing partner of Metropolitan Development & Real Estate Co. and director of the Fourth Ward Property Owners Association, for the city of Houston to seek federal monies to pay relocation benefits to displaced residents and improve the area infrastructure and street grid.

Jarnigan said the city will also request bids from developers from across the country willing to pay the estimated $150 million price tag for the developable 100-plus privately-owned acres.

"We, of the association, feel this is the first plan that has ever been discussed concerning the Fourth Ward that deals with all the people affected — the tenants, homeowners, businesses and property owners — and deals with them in a fair and equitable basis," Jarnigan said Friday.

According to the controversial plan hatched about a year ago by city Planning and Development Director Efraim

See LANDOWNERS on Page 14.

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2 Page 14, Section 1 ★★* Houston Chronicle Saturday, November 3, 1984

Landowners reported in agreement on price

Continued from Page 1.

Garcia, the association was to get at least 85 percent of those owning the largely dilapidated Fourth Ward property to sign option agreements to sell their property.

"Originally, the association was only a group of the 14 largest property owners of the area," Jarnigan said. "Now, though, we're made up of 250 landowners here who have agreed to sell their property."

"While we haven't done an official tabulation, we feel [illegible] have definitely reached the 85 percent requirement the city placed on us."

These property owners, said Jarnigan, have also agreed in a memorandum to set aside about 20 percent of the land for a five- to six-block, deed-restricted historic area, about [illegible] 300 units of low-income and elderly housing and green space for parks, the sites of which are still not determined.

In exchange, said Jarnigan, the city has agreed to seek an Urban Development Action Grant which would provide relocation monies to the several thousand displaced tenants amounting to $4,000 per family. It would also allow them to move into other federally subsidized public housing here and maintain the same rent they had previously been paying for the next four years, Jarnigan added.

According to census figures, about 90 percent of the Fourth Ward structures — a largely black collection of sagging shacks on the western edges of downtown — are rented out by absentee landlords. For the five small businesses in the area which are also on rental property, Jarnigan said, the UDAG would pay all relocation costs, from moving telephone wiring to replacing stationery.

As for the 100 homeowners, said Jarnigan, the UDAG would provide each with $15,000 above and beyond whatever they agreed to sell their property for.

"It's not enough," said Gladys House, a Fourth Ward resident and president of the Freedmen's Town Association, a neighborhood preservation group that in July succeeded in getting a 40-block area of the Fourth Ward approved by the Texas Historical Commission review board for nomination to the National Register of Historic Places.

House said she is in the midst of plans now to add a front porch to the front of her house at [illegible] Andrews where she has been living for the past 39 years.

"I'm not impressed by this scheme," said House. "For far too long the local power structure has eaten away at Freedmen's Town, but we're sick and tired of the white folks in this city telling us what's good for us.

"It's unfair for them to keep pushing and pecking and cutting away at this community, and I'm not going to sit by and allow anyone to force me to sell."

House said she mistrusts Garcia's assurances that tenants of the area would be provided with alternate subsidized housing. According to the Housing Authority of the City of Houston, she said, there are 5,000 families here awaiting public housing.

"So where are they going to put these people?" she said of the estimated 7,000 people who would be displaced by Garcia's plan. Garcia could not be reached for comment.

Garcia has complained that a historical designation would make it more difficult to get UDAG monies. According to the Texas Historical Commission, if 51 percent of the landowners of a proposed district object to its nomination, it will not be officially listed on the register. However, any federally funded project proposed for the area would be subject to review to determine its impact on the historical quality of the neighborhood.

Called by many the Mother Ward, the area bounded on the north by Allen Parkway, the west by Taft, the east by I-45 and the south by Webster was founded by black settlers who migrated there from cotton plantations along the Brazos River after Texas Emancipation Day, June 19, 1865.

It later became known as the Fourth Ward, a political designation that divided the city's black and white neighborhoods.

Despite opposition by residents like House and Lenwood Johnson, president of the Allen Parkway Village Residents Council, many think the decision by the housing authority to raze the 1,000-unit, 40-year-old housing project on a prime 37.5-acre tract overlooking the banks of Buffalo Bayou was the first key step in Garcia's master plan.

In September, the authority made application to the Department of Housing and Urban Development to relocate the [illegible] Allen Parkway Village families and seek about [illegible] million in mostly federal funds to acquire 1,000 new and rehabilitated housing units.

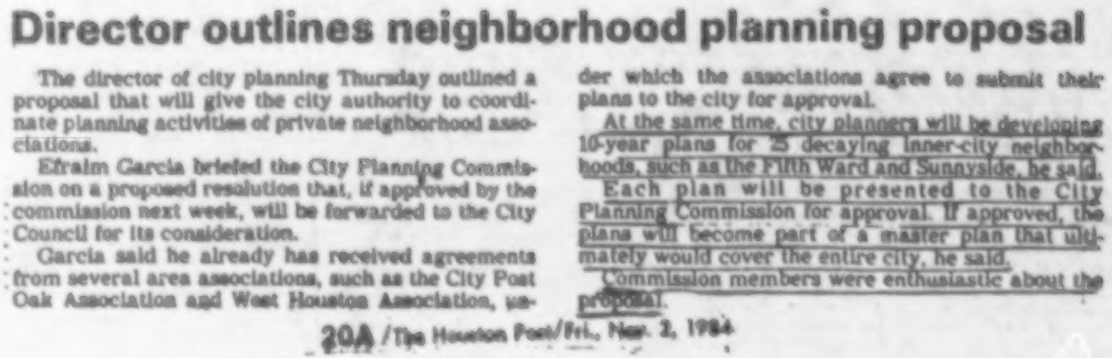
The demolition plans have been endorsed by Houston City Council, but it will take at least two years, says Bill Robertson, head of HUD's local office, for the local, Fort Worth regional and Washington, D.C., national offices to thoroughly review the case.

A lawsuit against the razing has been filed, though, by the American Civil Liberties Union here claiming authority officials have excluded blacks from the project in favor of Indochinese in order to make it politically easier to demolish the project.

"Developers, though," said Johnson, "have no interest in this area unless the characteristics of the entire Fourth Ward area are changed."

"That's what Jarnigan is trying to do. He's just a land speculator who's out to enhance the value of his property."

Jarnigan's company has bought 12 of the 115 privately owned acres in the area.



Director outlines neighborhood planning proposal

The director of city planning Thursday outlined a proposal that will give the city authority to coordinate planning activities of private neighborhood associations.

Efraim Garcia briefed the City Planning Commission on a proposed resolution that, if approved by the commission next week, will be forwarded to the City Council for its consideration.

Garcia said he already has received agreements from several area associations, such as the City Post Oak Association and West Houston Association, under which the associations agree to submit their plans to the city for approval.

At the same time, city planners will be developing 10-year plans for 25 decaying inner-city neighborhoods, such as the Fifth Ward and Sunnyside, he said.

Each plan will be presented to the City Planning Commission for approval. If approved, the plans will become part of a master plan that ultimately would cover the entire city, he said.

Commission members were enthusiastic about the proposal.

20A /The Houston Post/Fri., Nov. 2, 1984

THE TEXAS OBSERVER

Skyscrapers Cast Long Shadow Over Houston's Fourth Ward

By Bob Sablatura

Houston

WHEN THE HOUSTON Housing Authority (HHA) voted last November to tear down Allen Parkway Village, it began the latest round in its seven-year battle to rid itself of one of the city's oldest and largest public housing projects. The HHA contends that the 40-year-old units are in such poor shape that an effort to renovate would be too expensive. They also claim that the land upon which the project sits would be better used generating income for the agency.

Critics of the demolition plans charge that the housing authority has inflated its estimates for renovation to justify its actions. And they accuse the agency of plotting with the city of Houston to destroy the homes of thousands of the city's black residents.

Photo by Bob Sablatura

Allen Parkway Village and downtown Houston.

Allen Parkway Village (APV) is a 1000-unit housing project in the midst of the city's Fourth Ward, a predominately black community affectionately known as the "mother ward" by many of the city's black residents. The Fourth Ward borders the west side of Houston's downtown area and is home to some 5,000 black Houstonians. The housing project, built in 1944 despite protests from the black community, was placed in a section of the ward known as Freedmans' Town, an area that had been home to many slaves freed after the Civil War. San Felipe Courts, as it was then called, was designed to house the families of unemployed white workers. After its construction, a tall fence was placed around the project to separate it from the rest of the ward.

The project, given its current name in 1960, continued to house only white families until the passage of the Civil Rights Act of 1964.

Today, the residents of the Fourth Ward have come to accept and even welcome the presence of Allen Parkway Village. But because the area is so close to the city's central business district, it has long been viewed as a prime area for redevelopment. The majority of the property in the ward is owned by absentee landlords, most of whom would welcome the opportunity to sell their land. As long as Allen Parkway Village remains within the ward, however, the land is not as attractive for development. Many residents see the housing project as being the only thing standing between their neighborhood and the bulldozers and wrecking balls.

For the past seven years the Houston Housing Authority has been unsuccessful in its efforts to convince the U.S. Department of Housing and Urban Development (HUD) to allow the agency to tear down the aging project. At one point it appeared HUD was on the verge of giving permission to demolish APV, but the HHA became embroiled in a controversy over management of funds, which ended in the resignation of the Chairman of the Board of Commissioners and the firing of the head of HHA. After that HHA failed to follow up on its request and permission was never formally approved.

Last May, HHA commissioned a $57,000 study to determine the future of Allen Parkway Village. In its charge to the researchers, the agency asked them to study three possible alternatives: full restoration, partial restoration, or demolition of the project. They also instructed the researchers to address the subject of redevelopment of the surrounding Fourth Ward.

In September, the research team released its final report. Not only did it call for the demolition of Allen Parkway Village, it spelled out a complete redevelopment strategy for the Fourth Ward area, a strategy which called for HHA to join forces with the City of Houston to use the powers of eminent domain and the city's general obligation bonding powers to force redevelopment throughout the ward.

At its monthly board meeting in November, HHA commissioners voted to approve the demolition plan and to lease the land for redevelopment. The vote came as no surprise to citizens opposed to the demolition. As early as January 1983 several HHA commissioners, including A. J. Tollett, Chairman of the Board of Commissioners, made public their desire to see the project demolished and the land sold or leased

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Bob Sablatura is a freelance journalist to private developers. By August, HHA Executive Director Earl Phillips was holding closed-door meetings with City Planning Director Ephraim Garcia to discuss a redevelopment strategy for Allen Parkway Village and the Fourth Ward.

Several Fourth Ward area civic groups released a report critical of the HHA plans. In the critique they charged that the decision to abolish APV was pre-ordained and that the researchers inflated restoration figures by at least 100% and misrepresented facts within the study to justify their conclusions. It would be a much more sensible solution," according to the critique, to rehabilitate the aging project.

In the HHA study, the researchers concluded that it would cost $36,200,000, or $36,200 per unit, to restore the apartments at APV. Critics claim that this figure is way off and point to several other public projects which are being renovated for considerably less money.

According to the critique, a more reasonable figure is that of the cost per unit for Clayton Homes, a project only 10 years younger than APV with a virtually identical list of repairs. HHA has announced that it will cost $5,062,288 for 348 units, which breaks down to $14,546 per unit. At this cost per unit, critics estimate that APV could be renovated for $14.5 million, less than half the amount estimated in the HHA study. The critique goes on to cite examples in San Antonio, where the housing authority has been able to renovate aging projects for $15,000 to $18,000 per unit.

In the HHA study, the researchers claim that HUD has not been willing to commit adequate funds to carry out a substantial and sufficient rehabilitation program. Critics respond that HUD is committed to spending funds on APV but is not willing to do so until HHA assures them that the long-term future of APV is secure, an assurance that the housing authority is not willing to give.

In 1978, according to the critique, HUD allotted $10 million for the rehabilitation of APV. Because HHA was already attempting to obtain permission to demolish APV, none of the money was ever used to repair the project. In 1982, HHA requested that it be allowed to use $5.6 million of the allotment, but HUD refused the request because the long term status of APV was still in question. In 1983, HHA applied for $10.3 million to be used for repair of local projects but deliberately left APV out of its request. Meanwhile, conditions at APV continue to deteriorate. Out of 1000 units at the project, more than one-third are boarded up.

Since the HHA report was released, the mayor has been reported to favor handling the Fourth Ward redevelopment through the City Planning Department rather than allowing HHA to take the role as lead agency in the project.

Lenwood Johnson, president of the Allen Parkway Village Residents Council and co-author of the critique, believes the city is still putting pressure on the HHA to get rid of APV so that redevelopment can begin. "The mayor and prominent leaders in the downtown business establishment," said Johnson, "see APV as nothing more than an eyesore to visitors to the city and to the people who work downtown. Rather than make an effort to restore the project, they want to take the easy route and tear it down."

Since 1977, the year HHA devised its first plans to demolish APV, the agency has met with strong opposition from the black community. But as black families have moved out or have been evicted from the project, the housing authority has replaced them with Indo-Chinese families. For the past several years, only a handful of black families has been allowed to move into the project.

In 1976, according to HHA's figures, blacks comprised 66% of the population of the project, and the Indo-Chinese totaled only 5%. By 1980, the number of black families dwindled to 46%, and the percentage of Indo-Chinese residents grew to 41%. Today, blacks only account for 33% of the project's population while the strength of the Indo-Chinese has grown to 56%.

Most of the Indo-Chinese who reside at APV, having recently arrived in the United States, speak very little English and are not citizens of the country. Consequently, they are not eligible to vote; their political impact on local politics is minimal.

In HHA's own report on APV and the Fourth Ward, the researchers assess the political situation this way: ". . . the politics of redevelopment are present . . . For example, a decision to demolish a project that houses Vietnamese refugees would cause less political fallout than the same decision to tear down a project housing mostly black families." The researchers were merely making an observation, one which the housing authority seemed to have taken to heart almost seven years earlier.

Critics claim that the most disturbing aspect of the HHA plan is the housing authority's failure to deal with the issue of displacement. Currently, there are over 5000 families on the housing authority's waiting list who are eligible for public housing. If the agency succeeds in its efforts to demolish APV, it will remove almost one-third of Houston's entire family-occupied public housing units and put some 650 families out of their homes. This will mean that the housing authority will have to find replacement housing for these families. In a city that runs well below the national average in number of public housing units, this could prove to be a formidable task.

If the housing authority decides to build new public housing units, it will be facing a task with which it has had virtually no success in recent years. Current HUD regulations call for new housing projects to be built in areas where there are "non-minority" accumulations of residents. The last housing project built by the agency was Kennedy Place, a 60-unit development completed in 1982, which was built in the city's Fifth Ward, another predominantly black area. To convince HUD to allow them to build in a minority area, the agency pledged that future projects would be located in mostly white areas.

The agency then proposed three new developments: a 105-unit project for the Westbury section of the city, an 80-unit project in Spring Branch, and 84 units in the Allen Genoa/Pasadena area. Almost immediately the residents in those areas began to protest. They packed public hearings and demanded that the housing authority build the projects elsewhere. As a result of the public protests and political pressures which the residents brought on elected officials, the Spring Branch project was canceled and the project in Westbury was put on hold, indefinitely. The only project the housing authority is currently pursuing is Allen Genoa/Pasadena, and the agency is having to defend those plans in state court. Both the residents in the area and the city of Pasadena are attempting to have the project stopped.

With the housing authority's prospects for building new units rather bleak, critics of the agency continue to call for the agency to renovate rather than demolish APV. Barry Klein, a longtime civic activist who, with Lenwood Johnson, wrote the critique of the HHA's $57,000 study, believes renovation is the only sensible solution.

"Houston is a city where the housing authority cannot find a neighborhood willing to accept a public housing project," said Klein. "Yet here is a case where a community not only accepts but welcomes the presence of a public housing project and the housing authority insists on tearing it down. ☐

DOCUMENT C

Complaint, Loretta Johnson v. Housing Authority of the City of Houston

CLERK, U. S. DISTRICT COURT
RECEIVED
AUG 15 1984
SOUTHERN DIST. OF TEXAS
HOUSTON, TEXAS

IN THE UNITED STATES DISTRICT COURT
FOR THE SOUTHERN DISTRICT OF TEXAS
HOUSTON DIVISION

LORETTA JOHNSON and *
GLENDA PENRICE, on behalf *
of themselves and all others *
similarly situated, *

Plaintiffs, *

V. * CIVIL ACTION NO. H-84-3449

THE HOUSING AUTHORITY OF THE CITY *
OF HOUSTON, *

Defendant.

COMPLAINT

Introduction

Plaintiffs are poor Black citizens of the United States who have applied for housing at Defendant's Allen Parkway Village. Defendant, acting under color of state authority, refuses to rent to Plaintiffs (and others similarly situated) because of their race. Plaintiffs seek to enjoin Defendant from continuation of such discrimination which violates their statutory and constitutional right to equal protection of the law.

Jurisdiction

1. Plaintiffs allege that they have been denied housing because of their race. Such discrimination deprives Plaintiffs of rights secured by: the Fourteenth Amendment to the United States Constitution; 42 U.S.C. §1982; 42 U.S.C. §1983; and, 42 U.S.C. §3601 et seq. Pursuant to 28 U.S.C. §1331 this Court has jurisdiction of any civil action which arises under the Constitution.

Pursuant to 28 U.S.C. §1343(3) and (4), this Court has jurisdiction to redress the deprivation, under color of any state law, regulation, custom or usage of any right, secured by the Constitution of the United States or by any Act of Congress providing for equal rights of citizens. Pursuant to 42 U.S.C. §3612 this Court specifically has jurisdiction to enforce the rights granted by Congress at 42 U.S.C. §3601 *et seq*. Finally, this Court has jurisdiction under 28 U.S.C. §§2201 and 2202 to declare the right of the parties and to grant all further relief found necessary and proper.

Parties

2. Loretta Johnson is a Black citizen of the United States of America who resides with her children in Houston, Texas.

3. Glenda Penrice is a Black citizen of the United States of America who resides with her children in Houston, Texas.

4. The Housing Authority of the City of Houston (hereinafter "HACH"), is a public housing authority organized under state law for the sole purpose of providing housing to low income households and individuals. Tex. Rev. Civ. Stat. Ann. art. 1296k. Service may be effectuated on Defendant HACH by serving its Board of Commissioners, consisting of Gerry E. Pate, Zinetta Burney, John Zipprich, II, Char Rothrock, and Luis Cano, at 4217 San Felipe, Houston, Texas 77027.

Class Action Allegations

5. Pursuant to Rule 23 of the Federal Rules of Civil Procedure, Plaintiffs bring this action on their own behalf and on behalf of the following classes:

> a. all other Black citizens placed on Defendant's wait list for housing at Allen Parkway Village (hereinafter "APV") who have been denied housing because of their race; and,

b. all other Black citizens who requested housing at APV and though eligible were never placed on Defendant's wait list because of their race.

The prerequisites of Rule 23(a) and of Rule 23(b)(2) are satisfied as: these classes are composed of individuals so numerous as to make joinder of all of their members impracticable; there are numerous questions of law or fact common to the individuals in each class and between the two classes; the claims of the individually named Plaintiffs are typical of the claims of the class each seeks to represent; and, the individual Plaintiffs will fairly and adequately protect the interests of each class. In addition, Defendant's actions, as described herein, were taken on grounds generally applicable to these classes, so that injunctive and declaratory relief with respect to these classes as a whole are appropriate.

Facts

6. In the early part of January 1980, Plaintiff Johnson applied to Defendant for housing at APV in order to relieve the crowding she and her children were experiencing as a result of living with Plaintiff's mother.

P 7. Defendant deemed Ms. Johnson eligible for public housing at that time by placing her on its wait list for housing.

8. Notwithstanding Ms. Johnson's eligibility two years were to elapse before she would hear from Defendant again. At that time, now some two years ago, Ms. Johnson received a form from Defendant inquiring whether she was still interested in public housing. 4/29/82

P 9. Ms. Johnson indicated her continuing interest in APV by completing and returning the form to Defendant. At no time thereafter did Ms. Johnson hear from Defendant about the information she supplied.

A-HHS
[illegible]

10. Approximately two years ago Ms. Johnson and her three children moved into her present residence which consists of a bedroom, a living room and a kitchen. These quarters have done little to afford Plaintiff more space.

11. Moreover, the rent ($75.00 per month) along with bills for gas (which fluctuate from $30.00 to $80.00 per month depending on the season) and electricity (which also fluctuates between $12.00 and $20.00 with the season), meet or at times exceed the little income she is afforded by her one source of income (ie. Aid to Families with Dependent Children).

12. Because of her housing bills Ms. Johnson is unable to purchase clothing needed for her children. Nor can she afford a telephone. Indeed, aside from food there is never money left over after she pays the aforementioned bills and even these are not always paid in full.

13. Further, Ms. Johnson is greatly concerned about the safety of her neighborhood in general and the state of repair of her residence in particular.

14. Approximately a year ago Ms. Johnson was shot while sitting on her porch by an individual driving by her home. This wound has left her left foot partially paralyzed.

15. More recently the plumbing of her residence began to leak allowing sewage from her sinks and toilet to accumulate at the side of her house. This condition poses a serious health risk to her and the children.

16. As a result of all of the foregoing Ms. Johnson in March of this year returned to Defendant's office. At that time she was again deemed eligible for assistance but was told that such assistance would be at least another half year in coming.

A 17. Throughout all of this time Defendant has been renting apartments at APV to individuals who are not Black who sought housing after Ms. Johnson applied in 1980.

18. Over a year ago Plaintiff Penrice applied to Defendant for housing at APV.

19. At that time, given the fact that Ms. Penrice's sole source of support was based on Aid to Families with Dependent Children and Food Stamps, she met Defendant's qualifications for publicly assisted housing.

20. On August 7, 1984, having not heard from Defendant, Ms. Penrice returned to inquire as to the state of her application. At that time she was informed that Defendant had no record of such an application. Apparently, Ms. Penrice had never been placed on Defendant's wait list.

21. Throughout the past year Defendant has accepted applications from individuals seeking housing at APV who are not Black. [Moreover, Defendant has, during the last year, rented apartments at APV to individuals who are not Black who sought housing after Ms. Penrice applied in 1983.] — NOT DENIED

22. Not long before Ms. Johnson applied for housing the racial composition of the tenant population at APV was 66% Black, 26% Caucasian, 5% Indo-Chinese and 3% Hispanic.

23. At about the same time that Ms. Johnson applied for housing Defendant decided that it wished to demolish APV.

24. Defendant, however, considered that demolishing a low income project with a predominantly Black population would engender intense political opposition.

25. In order to defuse this opposition Defendant intentionally adopted practices which would steer Blacks out of APV while placing Indo-Chinese into APV.

26. By 1980, the year in which Plaintiff Johnson applied for housing

the Black population at APV had dropped 21% while the Indo-Chinese population had grown 800%.

27. Today as a result of Defendant's conduct the racial composition of the tenant population at APV is approximately 58% Indo-Chinese, 33% Black, 7% Caucasian and 2% Hispanic.

28. This radical shift in the racial composition of the tenant population was accomplished in part by Defendant's refusal to rent all of the apartments at APV as they became vacant when Black tenants moved out. As a result, there are presently three hundred (300) apartments in APV which are vacant.

Causes of Action

29. By intentionally adopting policies which discriminate on the basis of race in the rental of apartments at APV Defendant deprives Plaintiffs and others similarly situated of their right to equal protection of the laws as is guaranteed by the Fourteenth Amendment to the United States Constitution and 42 U.S.C. §1983.

30. By refusing to make apartments available to Plaintiffs and others similarly situated as such apartments are made available to white persons Defendant deprives Plaintiffs and others similarly situated of their right to enjoy property as is guaranteed by 42 U.S.C. §1982.

31. Regardless of Defendant's intent, by refusing to rent apartments at APV to Plaintiffs and others similarly situated while making such apartments available to individuals who are not Black Defendant deprives Plaintiffs and others similarly situated of the rights guaranteed by 42 U.S.C. §3604.

Request for Relief

WHEREFORE, PREMISES CONSIDERED, Plaintiffs and the members of the class they represent respectively pray that this Court:

(1) Certify this case as a class action;

(2) Issue a declaratory judgment that the actions described herein deprived Plaintiffs, and the class they represent, rights guaranteed them by 42 U.S.C. §1982, 42 U.S.C. §1983, 42 U.S.C. §3601 *et seq.*, and the Fourteenth Amendment to the United States Constitution;

(3) Issue preliminary and permanent injunctions enjoining Defendant, its agents, servants, employees, and assigns, and all persons acting in concert with them:

(a) from discriminating on the basis of race in their rental of apartments at APV;

(4) Order the Defendant, its agents, servants, employees and assigns, and all other persons acting in concert with them:

(a) to immediately rent the 300 vacant apartments at APV to those persons who have previously been discriminated against on the basis of their race;

(5) Award Plaintiffs reasonable costs and attorneys fees pursuant to 42 U.S.C. §1983; and,

(6) Order such further and other relief as the Court may deem just.

Respectfully submitted,

Stefan Presser

Stefan Presser
American Civil Liberties Union
1236 West Gray
Houston, Texas 77019
(713) 524-6021

Robert Sohns
Gulf Coast Legal Services
5009 Caroline
Houston, Texas
(713) 522-5383

ATTORNEYS FOR PLAINTIFFS

DOCUMENT D

Letter dated September 27, 1982,
Earl Phillips to Jim Wilson with attachments

HOUSING AUTHORITY OF THE CITY OF HOUSTON
P.O. BOX 2971 • HOUSTON, TEXAS 77001 • (713) 961-1541

OFFICE OF THE EXECUTIVE DIRECTOR

COMMISSIONERS
H. J. TOLLETT
CHAIRMAN
ZINETTA BURNEY
VICE CHAIRMAN
JOHN ZIPPRICH II
CHAR ROTHROCK
LUIS CANO

EARL PHILLIPS
EXECUTIVE DIRECTOR

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RECEIVED

[illegible]

September 27, 1982

Mr. Jim Wilson
U. S. Department of Housing
and Urban Development
Two Greenway Plaza East, Suite 200
Houston, Texas 77046

Dear Mr. Wilson:

After having a lengthy discussion with individual Board Members and the Chairman, H. J. Tollett, I was directed to communicate with your office prior to the end of the federal fiscal year. We are respectively requesting that your office approve emergency items of repairs paid from the remaining dollars left from the $10 million designated for modernization work at Allen Parkway Village.

Be advised that no final decision has been made by our Board of Commissioners relative to the selling or complete rehabilitation of this development. However, there is a need for immediate emergency repairs totalling $5,676,300.

We recognize that if we do not obligate these funds at this time that the remaining dollars would be returned to the HUD Central Office. We further recognize that there is no guarantee that ~~your office can give prior~~ approval for those additional modernization services needed at this development in the future. — ?

I respectively request your approval. Attached is a listing of said items to be addressed.

Thank you for your anticipated courtesies and assistance.

Sincerely,

Earl Phillips
Earl Phillips
Executive Director

EP:djg

Attachment

cc: Board of Commissioners
Mayor Kathy Whitmire, City of Houston

111

MINIMUM REPAIR REQUIREMENTS

TEX 5-4 & 7 Allen Parkway Village

Following is a list of repairs required to be performed at APV in order to facilitate on-going operations in order that we provide safe and sanitary conditions.

1.	Gas Distribution System Repair leaks; replace defective risers and manifolds; replace defective shut-off valves and test system.	$ 150,000
2.	Water Distribution System Repair as necessary at valves, on mains and at building services. Provide vandal proof hose bibs each building.	$ 75,000
3.	Sewer Collection System Install manholes and 8" and larger storm and sanitary sewers and inlets at drainage problem areas.	$ 175,000
4.	Sitework Expand parking facilities; widen fire lanes; level sidewalks and repair; resurface streets and repair; install fencing.	$ 400,000
5.	Electrical Distribution System Replace poles, conductors, mast arms, guys, transformers, cut-outs and service drops where necessary to restore system to a safe and sound operating condition. Install security lighting.	$ 490,000
6.	Electrical Dwelling Unit Improvements Repair and replace main panels; install new service panels; upgrade interior circuits; install interior fixtures and smoke detectors.	$ 745,000

MINIMUM REPAIR REQUIREMENTS
TEX 5-4 & 7 Allen Parkway Village

7.	Building Remodeling & Rehab. Repair windows and install security screens; repair doors and frames and install security screen doors; install new grates with welded street mesh screening and locking devices at crawl space openings; repair masonry work at exteriors; install new plumbing fixtures and trim where needed and repair existing where warranted to assure sound operation; replace hot water heaters and install space heaters; install new floor tile throughout; plaster, seal, paint and decorate throughout.	$ 1,416,000
8.	Roof Repairs Patch, repair and/or replace roofs as warranted by condition. Install new insulation board built up at center of roofs to accomplish perimeter drainage; install new scuppers, gravel guards, vents, flashing, etc., to restore to sound condition.	$ 600,000
	Sub-Total	$ 4,051,000
9.	PHA Administrative Costs	$ 324,000
10.	Dwelling Equipment	$ 800,000
	Sub-Total	$ 5,175,000
11.	A & E Fees @ negotiated price for separating bid packages and minimum design requirements. (2%) of construction Amount	$ 81,000
	Sub-Total	$ 5,256,000
12.	Temporary Relocation Costs	$ 150,000
	Sub-Total	$ 5,406,000
13.	Contingencies (5%)	$ 270,300
	Total Costs	$ 5,676,300 ←
	Funds Available	$ 8,599,482
	Fund Balance After Repairs	$ 2,923,182

DOCUMENT E

"CIAP" Budget - HACH, September 22, 1983

U.S. Department of Housing and Urban Development
Houston Multifamily Service Office, Region VI
Two Greenway Plaza East, Suite 200
Houston, Texas 77046

Copy Chuck + Bruce

OCT 83
RECEIVED
PLANNING
DEPARTMENT

TX
CIAP
Wade

CIAP
MOD 1983
Houston
TX 5-2 & 6

John P.

SEP 22 1983

Mr. Earl Phillips
Executive Director
Housing Authority of Houston
PO Box 2971
Houston, TX 77252-9950

Dear Mr. Phillips:

Cost Anlz. Book

The Final Application for your 1983 Modernization (CIAP) Program, as submitted by your PHA in accordance with the requirements outlined in the CIAP Handbook, 7485.1 REV-1, has been reviewed and is acceptable with the following conditions:

> Several "minor" changes have been made in the Final Application including, but not limited to, the Budget, Form HUD-52825. In this regard, it will be necessary to provide copies of these revised documents to such parties selected by your PHA as having processing interests in the program.

We have obligated funds in the following amounts by individual project for this Modernization Program:

TEX 5-2	...	$4,020,306
TEX 5-6	...	2,938,332
TOTAL	...	$6,958,638

Clayton Hms ?

Please be advised that funds may only be switched from one work item to another, or new work items may be created with existing funds budgeted to the individual project, by submittal and approval of a revised Budget, Form HUD-52825. It is absolutely necessary that you do not switch monies between projects under any circumstances.

In accordance with 24 CFR Part 865, Subpart C, we have performed the required Energy Audit as a courtesy service for your PHA. The Audit was mailed to your office by separate letter sometime ago. It should be implemented, as feasible, with available funding.

You will be contacted in the near future by our Legal Counsel in regard to an Amendment to your Annual Contributions Contract (ACC). The regulations require the ACC to be amended within 45 days of the date of this letter. After your ACC is amended, you may submit your first Requisition for Funds, Form HUD-5402.

You are advised of the requirement that separate bank accounts shall be established for this MOD Program. Such funds are not to be mixed with other funds at your PHA, as in a "General Fund." This includes both an account for short term investment funds and an account for checking. Checks should contain a printed notation as "MOD 1983-Regular." Reactivating an existing dormant account would not suffice for this requirement.

You should now initiate such preliminary action, as necessary, to select an Architect, in accordance with the formal procedure outlined in the 7485.1 REV-1 Handbook, Chapter 7, pages 7-1 through 7-5. The regulations require the Architect to be selected within three months from the date of this letter. Failure to meet this time requirement will adversely affect future CIAP funding. Form HUD-51915, Revised December 1980 (for MOD), Standard Form of Agreement Between Owner and Architect, is to be used for this purpose. The Contract should not be executed by the PHA prior to ACC Amendment.

Success of the Program is entirely dependent upon your PHA's close adherence to the 7485.1 REV-1 CIAP Handbook, and related references. PHA responsibilities as designated therein should not be delegated to others outside the PHA as experience has proven the Program will become fragmented, confused, delayed and ultimately experience cost overruns. We encourage your PHA to become familiar with the Handbook in this beginning stage, prior to amendment of the ACC. Should you have questions regarding any phase of the Program, first consult the Handbook, then if you are still unclear as to the meaning, please do not hesitate to contact our Assisted Housing Management Branch, at (713) 954-6859.

We are enclosing one approved copy of the Final Application for your files.

As Modernization Quarterly Progress Reports, Form HUD-52826, are due in the HUD Field Office 20 days after the end of the "start" quarter, the first report will be due no later than the close of business on April 20, 1984, for the second Federal Quarter ending March 31, 1984.

Good Luck on your 1983 Comprehensive Improvement Assistance (MOD) Program.

Sincerely,

James M. Wilson

James M. Wilson
Manager, 6.3S

4
OCT 1983
DIRECTOR'S
OFFICE

Enclosures

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
LOW-INCOME HOUSING PROGRAM

MODERNIZATION LIST - PART I
FOR
ANNUAL CONTRIBUTIONS CONTRACT

(TO BE ENTERED INTO BY HUD AND PUBLIC HOUSING AGENCIES FOR LOANS AND/OR ANNUAL CONTRIBUTIONS FOR LOW-INCOME HOUSING MODERNIZATION PROJECTS)

1. PUBLIC HOUSING AGENCY: Housing Authority of the City of Houston
2. MODERNIZATION LIST NUMBER: VI-24-83-007
3. MODERNIZATION PROJECT NUMBER: Tex 5-905
4. MAXIMUM MODERNIZATION COST: $ 6,958,638
5. CONTRACT AUTHORITY: $ 708,738
6. BUDGET AUTHORITY: $ 14,174,760
7. MINIMUM LOAN INTEREST RATE: 8%
8. MAXIMUM DEBT SERVICE CONTRIBUTION PERCENTAGE: 10.185%
9. MAXIMUM NUMBER OF DEBT SERVICE ANNUAL CONTRIBUTIONS: 20

10. INDIVIDUAL PROJECTS IN MODERNIZATION PROJECT	11. MAXIMUM MODERNIZATION COST
Tex 5-2	$ 4,020,306
Tex 5-6	2,938,332
MODERNIZATION PROJECT TOTAL	$ 6,958,638

RECOMMENDED FOR APPROVAL:

Rogelio R Santos - DHM
(Director, Housing Division)
(Director, Office of Regional Housing, Region VIII)

9-22-83
(Date)

APPROVED:

(Field Office Director)
(Regional Administrator, Region VIII)

SEP 22 [illegible]
(Date)

Previous Edition is Obsolete

HUD-5079 (4-82)

ESTIMATE OF SYSTEMS AND EQUIPMENT REPLACEMENT COSTS

Project	Item	Replacement Cost	Life Ex.	X's Replaced in 30 Years	Costs Over 30 Years	
Kelly TEx 5-2	Refrig.	327.25 ea.	7 yrs.	4.3	467,032.50	
	Ranges	217.47 ea.	7 yrs.	4.3	310,360.80	
	Heat U.	2,050.00 ea.	20 yrs.	1.5	1,070,100.00	
	Wtr. Htrs.	350.00 ea.	7 yrs.	4.3	501,165.00	
	Floor Tile	159,840.00	30 yrs.	1	159,840.00	
	Painting	59,750.00	5 yrs.	6	358,500.00	
	Elec. Sys.	433,898.00	30 yrs.	1	433,898.00	
	Roofs	375,962.00	30 yrs.	1	375,962.00	
					Total	3,676,858.30
					1 Yr.	122,562.00
Clayton TEx 5-6	Refrig.	327.25 ea.	7 yrs.	4.3	489,696.00	
	Ranges	217.47 ea.	7 yrs.	4.3	325,422.11	
	Heat U.	2,050.00 ea.	20 yrs.	1.5	1,070,100.00	
	Wtr. Htrs.	350.00 ea.	7 yrs.	4.3	523,740.00	
	Floor Tile	163,200.00	30 yrs.	1	163,200.00	
	Painting	65,400.00	5 yrs.	6	392,400.00	
	Elec. Sys.	434,860.00	30 yrs.	1	434,860.00	
	Roofs	943,636.00	30 yrs.	1	943,636.00	
					Total	4,343,054.11
					1 Yr.	144,768.00

Form Approved
OMB No. 2502-0208

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
COMPREHENSIVE IMPROVEMENT ASSISTANCE PROGRAM

COMPREHENSIVE ASSESSMENT/PROGRAM BUDGET

PART I - SUMMARY

PAGE 1 OF 9

NAME OF PHA	LOCALITY *(City/County and State)*	ACC NUMBER	MODERNIZATION PROJECT NUMBER	FEDERAL FISCAL YEAR	
HOUSING AUTHORITY OF THE CITY OF HOUSTON	HOUSTON/HARRIS COUNTY/TEXAS	FW 5103	TX 5-905	1983	☒ ORIGINAL ☐ REVISION *(Give Number)*

LINE NO.	SUMMARY BY DEVELOPMENT ACCOUNT	INDIVIDUAL PROJECT NO. TX 5-2	INDIVIDUAL PROJECT NO. TX 5-6	INDIVIDUAL PROJECT NO.	INDIVIDUAL PROJECT NO.	INDIVIDUAL PROJECT NO.	TOTAL FUNDS REQUESTED	HUD APPROVED FUNDS
1	TOTAL OPERATING FUNDS PROVIDED BY PHA	$ 0	$ 0	$	$	$	0	
2	1408 Management Improvement	100,000	0				100,000	
3	1410 Administration	50,041	16,000				66,041	
4	1415 Liquidated Damages	0	0				0	
5	1430 Fees and Costs	164,268	46,976				211,244	
6	1440 Site Acquisition	0	0				0	
7	1450 Site Improvement	921,263	540,488				1,461,751	
8	1460 Dwelling Structures	2,562,644	2,166,668				4,729,312	
9	1465.1 Dwelling Equipment - Nonexpendable	91,575	95,700				187,275	
10	1470 Nondwelling Structures	23,365	3,900				29,265	
11	1475 Nondwelling Equipment	38,550	0				38,550	
12	1495.1 Relocation Costs	66,600	69,600				136,200	
13	MAXIMUM MODERNIZATION COST *(Sum of Lines 2 through 12)*	$ 4,020,306	$ 2,938,332	$	$	$	$ 6,958,638	$
14	TOTAL MODERNIZATION PROGRAM COST *(Line 1 + Line 13)*	$ 4,020,306	$ 2,938,332	$	$	$	$ 6,958,638	$
15	AMOUNT OF LINES 3 AND 5 RELATED TO PLANNING COSTS						$ 4,000	$
16	TOTAL PLANNING AND MANAGEMENT IMPROVEMENT COSTS *(Line 15 + Line 2)*						104,000	
17	AMOUNT OF LINE 13 RELATED TO PHYSICAL IMPROVEMENTS *(Line 13 - Line 16)*						$ 6,854,638	$
18	LINE 16 ÷ LINE 17 *(Not to exceed 10%)*						1.52 %	%
19	ANNUAL COST SAVINGS	34,500	26,500				61,000	

The PHA will not be allowed to participate in the Comprehensive Improvement Assistance Program unless this form is completed and filed as required by existing regulation.	SIGNATURE OF EXECUTIVE DIRECTOR OR DESIGNEE Earl Phillips Earl Phillips	DATE 8/15/83	SIGNATURE OF FIELD OFFICE DIRECTOR	DATE 9-22-83

HUD-52825 (6-82)
Part I

NAME OF PHA		COMPREHENSIVE IMPROVEMENT ASSISTANCE PROGRAM COMPREHENSIVE ASSESSMENT/PROGRAM BUDGET PART II - SUPPORTING PAGES				PAGE 2 OF 9
HOUSING AUTHORITY OF THE CITY OF HOUSTON						
WORK ITEM NUMBER (1)	DEVELOPMENT ACCOUNT NUMBER (2)	ASSESSMENT OF NEED (3)	DESCRIPTION OF PROPOSED/APPROVED ACTION (4)	INDIVIDUAL PROJECT NUMBER (5)	TOTAL FUNDS REQUESTED (6)	HUD APPROVED FUNDS (7)
M-83-1	1408 ✓	MINORITY EMPLOYMENT Employment needed in minority areas for youth.	Hire local minority youth for sitework. To be coordinated with work item M-83-5.	TX 5- 2	100,000	

HUD-52835 (6-83)

NAME OF PHA HOUSING AUTHORITY OF THE CITY OF HOUSTON		COMPREHENSIVE IMPROVEMENT ASSISTANCE PROGRAM COMPREHENSIVE ASSESSMENT/PROGRAM BUDGET PART II - SUPPORTING PAGES				PAGE 3 OF 9
WORK ITEM NUMBER (1)	DEVELOPMENT ACCOUNT NUMBER (2)	ASSESSMENT OF NEED (3)	DESCRIPTION OF PROPOSED/APPROVED ACTION (4)	INDIVIDUAL PROJECT NUMBER (5)	TOTAL FUNDS REQUESTED (6)	HUD APPROVED FUNDS (7)
M-83-2	1410.1 ✓	NON-TECHNICAL SALARIES	ALLOW			
		Adequate PHA Personnel needed to administer program.	1 Modernization Coordinator @ 67% of time x 2 years total.	TX 5- 2 TX 5- 6	16,000 13,922 29,922	
			1 New Construction & MOD Coordinator @ 50% of time x 2 years total.	TX 5- 2 TX 5- 6	26,659 2,078 28,737	
			1 Director of Development & Planning @ 10% of time x 2 years total.	TX 5- 2	7,382	
			TOTAL NON-TECHNICAL SALARIES		66,011	
M-83-3	1430.1	ARCHITECTURAL & ENGINEERING FEES	ALLOW			
		Architect & Engineer services required.	4.5% A & E fees at TX 5-2, Kelly Village. 4.5% x 2,526,860	TX 5- 2	113,709	
			2.5% A & E fees at TX 5-6, Clayton Homes. 2.5% x 1,495,060	TX 5-6	37,376	
M-83-4	1430.7 ✓	INSPECTION	ALLOW			
		Project Inspection required to supervise work and meet reporting requirements.	1 Inspector @ 60% of time x 2 years total.	TX 5- 2 TX 5- 6	14,340 9,600 23,940	
			2 Inspectors @ 50% of time x 2 years total.	TX 5- 2	36,219	
M-83-5	1450	SITE IMPROVEMENTS	a) Replace exterior electric systems to include lines, poles, transformers. New system to be in accordance with National Electric Code & have 100 AMP apt. capacity at each panel box. Existing meters to be reused. Allow $1,100 per d.u.	TX 5- 2	318,589	

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M-83-5	1450	b) Existing water distribution system deteriorated.	b) Replace existing water distribution system where needed with PVC schedule 40 material. Installation to include 1 cut-off valve in box at grade for each dwelling unit. ALLOW $400 per d.u. @ TX 5-2 $415 per d.u. @ TX 5-6	TX 5- 2 TX 5- 6	133,200 144,420	
		c) Existing sanitary sewer system deteriorated. Lines broken & caked with grease, etc., and contain differential settlement.	c) Replace existing sanitary sewer system with schedule 40 PVC material. $900 per d.u.	TX 5- 2 TX 5- 6	299,700 313,200	
		d) Additional concrete parking areas and dumpster pads required. Some sidewalks have subsided, creating low areas that retain water.	d) Provide additional reinforced concrete parking areas and dumpster pads. Replace broken sidewalks where needed & level sidewalk slabs where possible.	TX 5- 2 TX 5- 6	84,859 27,188	
		✓ e) Sites have numerous low areas & debris. The low areas retain water, causing unsanitary conditions	e) Thoroughly clean sites af debris, provide fill to low areas, grade, & compact. Install grass sod to areas that are bare. Also repair and/or replace chain-link fencing as needed.	TX 5- 2 TX 5- 6	16,650 17,400	
		f) Sub-surface drainage required to properly drain some areas.	f) Install sub-surface drainage to include installation of swales, pipe, & catch basins. [This work to be coordinated with work item M-83-4 f). Allow avg. cost for this item of $100./d.u.	TX 5- 2 TX 5- 6	33,300 34,800	

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M-83-5	1450	✓ g) Asphalt paving deteriorated.	g) Replace deteriorated asphalt paving. Allow $95./d.u. avj.	TX 5- 2	31,635	
		✓ h) Clothes line poles/lines deteriorated. Poles leaning, some improperly located.	h) Straighten clothes line poles, spot relocation of some, replace clothes lines. Allow $10./d.u. avj.	TX 5- 2 TX 5- 6	3,330 3,480	
M-83-6	1460	✓ DWELLING STRUCTURES				
		a) One-half of existing water heaters deteriorated and leaking.	a) Replace one-half of water heaters in all projects. Allow cost of $175./installation to include T & P valve, pipes/unions.	TX 5- 2 TX 5- 6	58,275 60,900	
		✓ b) Units do not have smoke detectors.	b) Install battery-powered smoke detectors. Allow $15. ea.	TX 5- 2 TX 5- 6	4,995 5,220	
		✓ c) Existing casement windows do not permit the installation of tenant furnished A/C units or security windows. Many windows need reglazing and all need caulking. Allow $150.	c) Replace existing casement windows with single hung galv. steel windows. Allow $100./opening. ($800./d.u.)	TX 5- 2 TX 5- 6	266,400 278,400	
		✓ d) Stainless steel security screens required to eliminate vandalism, breaking/entering of apts.	d) Provide stainless steel security screen in steel frame for each window on first floors only. Frames to have panic latch. Allow $100./window x 8./d.u. ($800./d.u.)	TX 5- 2 TX 5- 6	133,200 139,200	

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M-83-5	1450	✓ g) Asphalt paving deteriorated.	g) Replace deteriorated asphalt paving. Allow $95./d.u. avj.	TX 5- 2	31,635	
		✓ h) Clothes line poles/lines deteriorated. Poles leaning, some improperly located.	h) Straighten clothes line poles, spot relocation of some, replace clothes lines. Allow $10./d.u. avj.	TX 5- 2 TX 5- 6	3,330 3,480	
M-83-6	1460	DWELLING STRUCTURES ✓ a) One-half of existing water heaters deteriorated and leaking.	a) Replace one-half of water heaters in all projects. Allow cost of $175./installation to include T & P valve, pipes/unions.	TX 5- 2 TX 5- 6	58,275 60,900	
		✓ b) Units do not have smoke detectors.	b) Install battery-powered smoke detectors. Allow $15. ea.	TX 5- 2 TX 5- 6	4,995 5,220	
		✓ c) Existing casement windows do not permit the installation of tenant furnished A/C units or security windows. Many windows need reglazing and all need caulking. Allow $150.	c) Replace existing casement windows with single hung galv. steel windows. Allow $100./opening. ($800./d.u.)	TX 5- 2 TX 5- 6	266,400 278,400	
		✓ d) Stainless steel security screens required to eliminate vandalism, breaking/entering of apts.	d) Provide stainless steel security screen in steel frame for each window on first floors only. Frames to have panic latch. Allow $100./window x 8./d.u. ($800./d.u.)	TX 5- 2 TX 5- 6	133,200 139,200	

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M-83-6	1460	e) Existing entry doors deteriorated/ damaged.	e) Replace existing doors with solid core, type 1, ext. grade wood. Repair existing steel frames where required. Allow $120./ opening (2 per dwelling unit). Weatherstripping included. ($240./d.u.).	TX 5- 2 TX 5- 6	79,920 83,520	
		✓ f) Stainless steel security screen doors required to eliminate breaking and entering of apts. and significant vandalism to screen doors.	f) Install stainless steel security screen doors at $220./opening. ($440./d.u.).	TX 5- 2 TX 5- 6	98,169 153,120	
		g) Exterior door locks damaged/ deteriorated.	g) Install heavy duty dead-bolt/passage for each new door replaced in work item M-83-5 f). Allow $60./dead-bolt/passage set x 2 doors/d.u. = $120./d.u.	TX 5- 2 TX 5- 6	39,960 41,760	
		✓ h) Interior doors of dwelling units deteriorated and damaged.	h) Replace interior (hung) doors on an interim basis. Allow 600 doors per project @ $120./door.	TX 5- 2 TX 5- 6	72,000 27,000	
		✓ i) Interior passage sets deteriorated/ damaged.	i) Replace interior passage sets @ $15. ea. x 600 doors/project.	TX 5- 2 TX 5- 6	9,000 9,000	
		j) Bath trim/accessories deteriorated throughout. Only 50 units require replacement in TX 5-6.	j) Replace bath. trim/access. to include faucets, for bath, lavatory, and supplies. Also, medicine cabinet, towel bars, T. paper holder and soap dish. Allow $150./ bath.	TX 5- 2 TX 5- 6	49,950 7,500	

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M-83-6	1460	k) Bath fixtures deteriorated/damaged (lav., water closet, tub). Only 50 units require replacement in TX 5-6.	k) Replace bath fixtures to include lavatory, bath tub, and water closet. Seats to be supplied with water closet. Allow $800./bathroom.	TX 5- 2 TX 5- 6	183,150 40,000	
		l) Kitchen trim (faucets/supplies) deteriorated/damaged. Only 308 units reqd. at TX 5-2 and TX 5-6.	l) Replace kitchen trim @ $60./unit.	TX 5-2 TX 5-6	19,980 20,880	
		m) Kitchen cabinets deteriorated/damaged.	m) Replace all kitchen cabinets to include stainless steel sink. Sink trim included in work item M-83-5 n). Kitchen cabinets to be solid wood (no particle board or plastic/vinyl covered wood allowed). $120./d.u.	TX 5- 2 TX 5- 6	399,600 417,600	
		n) Dwelling units do not have range hoods, causing accumulation of grease on walls, ceilings.	n) Install range hoods (re-circulating type) with stainless steel wall covering below hood. Allow $150./range hood.	TX 5- 2 TX 5- 6	49,950 52,200	
		o) Interior electrical (total) systems deteriorated/undersized. Only 308 units reqd. at TX 5-2 and only misc. repairs at TX 5-6 to include panel boxes, receptacles and light fixtures.	o) Replace interior electrical system to include new panels, breakers, outlets, conductors (in conduit), wall receptacles, plates, switches, light fixtures. Install one 220 v. outlet on 1st. floor and one 220 v. outlet on 2nd. floor. Allow $1,200./d.u. at all projects, except TX 5-6, which requires $600./d.u.	TX 5- 2 TX 5- 6	399,600 208,800	

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M-83-6	1460	p) Mail chute flaps damaged/deteriorated - (random replacement quantity varies by project).	p) Replace damaged/deteriorated mail chute flaps at entries to dwelling units. Allow $35./d.u.	TX 5- 2 TX 5- 6	11,655 1,650	
	✓	q) Dwelling unit interiors in severe need of painting.	q) Remove deteriorated (flaking) paint, scrape, sand and prime as necessary to all interior walls. Some patching of steel door jambs and walls reqd. Allow $300./d.u.	TX 5- 2 TX 5- 6	99,900 104,400	
	✓	r) Floor tile/wall base deteriorated in majority of units. Also TX 5-6 requires tile in only 450 per d.u. on 1st. floor as 2nd. floor is wood. The 2nd. floor units in TX 5-6 should be sanded, varnished, and waxed in lieu of applying tile.	r) Replace floor tile and wall base (provide wood wall base). Allow $.95/sq.ft. x 900/d.u. = $855. Same cost per sq.ft. used for both tile replacement and refinishing of wood floors.	TX 5- 2 TX 5- 6	284,715 297,540	
		s) Exterior brick walls in need of tuck pointing (25%) and steam cleaning (100%). Mortar fallen out, walls dirty, contain graffitti.	s) Tuck point brick walls and steam clean. Allow $.06/sq.ft. for cleaning; $.50/sq.ft for tuck pointing.	TX 5- 2 TX 5- 6	67,765 70,818	
		t) Steel grates at crawl space entries (below blocks) damaged/vandalized.	t) Repair steel grates if vandalized and replace those missing. Allow cost of $100./bldg. avj.	TX 5- 2	4,400	
		u) Floor mounted space heaters deteriorated/damaged. Only 308 units needed at TX 5-5.	u) Replace floor mounted space heaters with wall/surface mounted gravity space heaters. Use wall mounted thermostat. Furring of wall/vent revisions required. Allow $420./installation.	TX 5- 2 TX 5- 6	139,860 146,160	
	✓	v) Roof replacements at Kelly Village need to be completed.	v) Replace roofs on 11 buildings at TX 5-2.	TX 5-2	90,200	

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M-83-7	1465.1 ✓	DWELLING EQUIPMENT a) Ranges deteriorated/damaged.	a) Replace one-half of ranges in projects. Use $230./unit.	TX 5- 2 TX 5- 6	38,295 40,020	
	✓	b) Refrigerators deteriorated/damaged.	b) Replace one-half of refrigerators in projects. Use 14 cu.ft. and 14 cu.ft. models without frost free provisions.	TX 5- 2 TX 5- 6	53,280 55,680	
M-83-8	1470	NON-DWELLING STRUCTURES Rehabilitation required for man./maint./comm. facilities to include refinishing of walls, replacement/repair of plumbing fixtures, A/C units, cleaning of facades, new doors, locks, etc.	Rehabilitate man./maint./comm. facilities as required. Allow cost of:	TX 5- 2 TX 5- 6	25,365 3,900	
M-83-9	1495.1 ✓	RELOCATION Relocation required for tenants. Only 328 units involved in TX 5-6.	Allow avj. cost of $200./d.u. for relocation and misc. costs associated with relocation (phone, etc.).	TX 5- 2 TX 5- 6	66,600 69,600	

Technical Report:

Allen Parkway Village/ Fourth Ward

Prepared for:
Housing Authority of the City of Houston

September 1983

PREFACE

This report represents the completion of work contracted by the Housing Authority of the City of Houston, dated May 9, 1983, carried out by the four members of the research team:

Robert F. Aprea
Jacquelyn A. Alford
Jeffrey S. Baloutine
Robert D. Bullard

We of the research team are pleased to submit herewith our findings and conclusions regarding several courses of action available to the Housing Authority in dealing with Allen Parkway Village. A central part of our research has involved identifying the potential effects of any actions on the adjacent Fourth Ward neighborhood.

The research team would like to acknowledge Rice Center staff members for their assistance in this research effort, particularly Kelly Leissner-Maignaud for graphics, Jan Fuller and Ray Quay for conducting and analyzing field surveys, and Kandy Lane for secretarial work; Carolyn Phillips assisted in data collection and processing.

The research team would like to acknowledge the members of the HACH Board of Commissioners, the Steering Committee, and the HACH staff, in particular, Executive Director Earl Phillips, for their assistance and guidance in the preparation of this report.

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I. INTRODUCTION

Overview

Low and moderate income families continue to have difficulty finding housing in the Houston metropolitan area. The need for additional housing for Houston's low and moderate-income families has grown by more than 200 percent in the past five years. The Housing Authority of the City of Houston (HACH) is the largest of 40 public housing authorities in the Houston-Galveston area, owning or operating more than 14 developments and providing housing for more than 3,319 households. At present, HACH has a waiting list of more than 5,000 families who are eligible for public housing and other subsidy programs.

The city's aging and rapidly deteriorating conventional public housing stock presents an additional problem to HACH in its efforts to meet its charge of providing safe, decent, and sanitary public housing. Maintaining the existing public housing units continues to be not only a local issue but also a national concern. Nearly every public housing authority in the nation is faced with the challenge of operating and maintaining public housing in the face of dwindling public financing. However, maintenance is not the only problem which confronts HACH. Two other issues which are at the forefront in the public housing dilemma are: 1) the level of support and commitment to public housing in the community, and 2) the controversy which often arises in the project site selection process.

The aging public housing stock is becoming increasingly difficult to maintain as a result of limited and often shrinking resources. This problem is complicated by the fact that new low-income housing developments have become harder to build as a result of intensified public opposition (i.e., largely from "nonconcentrated" suburban neighborhoods) and the political unpopularity of housing advocacy for the poor. A case in point is the degree of public opposition that was generated in HACH's attempts to construct public housing in predominately white Houston neighborhoods. At this writing, the three most recent attempts by HACH to construct public housing in nonconcentrated or suburban neighborhoods (i.e., Spring Branch, Westbury, and near Pasadena) have been unsuccessful for various reasons.

The maintenance problem and the "politicization" of public housing are epitomized in the case of HACH's Allen Parkway Village (APV) project, a 1,000 unit development built in the 1940s. Over the years Allen Parkway Village has undergone a number of dramatic ethnic/racial transformations; tenant population has changed from all-white to mostly black, and from mostly black to predominantly Indochinese. In recent years, the development has fallen into a state of disrepair. This has generated widespread rumors and speculation that the demise of Allen Parkway Village was near. More importantly, the apparent physical deterioration of the public housing project and the surrounding neighborhood has engendered the widely held view within Houston's black community that "as APV goes, so goes the Fourth Ward."

The Purpose of the Study

Realizing the seriousness of the issues and problems surrounding Allen Parkway Village, the Housing Authority assembled the APV/Fourth Ward Resarch Team on May 9, 1983, to study the feasibility of:

- rehabilitating Allen Parkway Village in its entirety;
- demolishing Allen Parkway Village in its entirety; or
- combining both rehabilitation and demolition.

While HACH only has direct responsiblity for the APV properties and tenants, the determination on APV by its Board of Commissioners will likely have a major impact (i.e., economic, social, physical, and political) on the balance of the Fourth Ward neighborhood. Thus, the research team was instructed to address the issues of the larger Fourth Ward neighborhood as they relate to Allen Parkway Village. In addition, the charge of the research team involved formulation of a development strategy which included the following:

- Development strategy for Allen Parkway Village;
- Development strategy for the surrounding Fourth Ward neighborhood; and
- Course of action that would maximize HACH's leverage derived from ownership of APV to effectuate the strategies above, and to provide a better living environment and quality of life for residents of APV and the Fourth Ward.

Description of the Report

This report contains three basic components. First a number of key background issues are covered which pertain to the historic, social, economic, and political dynamics related to the larger Houston community, the Fourth Ward, and Allen Parkway Village. This analysis provides a detailed account of the neighborhood support networks and institutions and the social fabric which holds the neighborhood together, i.e., neighborhood solidarity. In addition, the economic realities of "benign neglect" and the "politics of exclusion" provide the general analytical framework for describing the conditions which have evolved over the years in Allen Parkway Village and in the Fourth Ward.

The second major component, current conditions, provides demographic profiles on both APV and the Fourth Ward neighborhood and documents the significant changes that have taken place in recent years. This section also includes analysis of current land use, building conditions, property ownership, and land value data for the Fourth Ward. Finally, this section documents the physical conditions of Allen Parkway Village and delineates a cost analysis for full and partial rehabilitation of the project.

The third and final component of the report, development strategies, sets out to systematically identify, analyze, and evaluate alternative development scenarios for Allen Parkway Village and the Fourth Ward. The development strategies presented in this section are not intended to be an exhaustive list of potential options or scenarios. Additional development scenarios might be derived from a combination of those presented. In any event, each alternative development strategy has both advantages and disadvantages. The section concludes with the major recommendations of the research team. The recommendations provide a general framework for delineating an implementation plan for meeting the goals and objectives of the Housing Authority (as specified earlier in the study's purpose).

General Approach and Method

The data collection process used in this report consists of both primary and secondary data. The data base for the analysis can be divided analytically into six elements. First, the historical, cultural, and social data base includes information obtained from local community and civic organizations, churches, and archives. A wealth of related materials exists on the development, growth, and subsequent decline of the Fourth Ward neighborhood.

Second, the demographic and economic data were gleaned from census reports, government documents, local studies, and HACH reports. There is little doubt that the Fourth Ward is one of the most "studied" neighborhoods in Houston. Appendix A provides a critique and synthesis of the numerous documents and studies on the neighborhood and can provide a substantive link between the APV project and the Fourth Ward; these two entities were analyzed as they relate to the larger Houston community.

Third, the land use and building conditions data on the Fourth Ward were obtained by windshield surveys. The field surveys involved both in-car as well as on-foot documentation of the neighborhood's physical characteristics. The field work was documented with notes, map notations, and photography. The building conditions data on Allen Parkway Village were acquired by on-site visits to the project; the conditions of the project were also recorded by using documentary photography.

Fourth, property ownership data were retrieved from the city tax records. All properties in the Fourth Ward were enumerated and ownership determined for the purpose of assessing: 1) users vs. owners, 2) the location of owner-occupied housing units, and 3) the clustering pattern of multiple property owners.

Fifth, the land values and cost analysis were determined by analysis of real estate transactions, estimates from real estate market analysts, and from property appraisals.

Finally, the alternative development strategies and scenario delineation phase began once the data collection was completed. During this phase scenarios were critiqued and evaluated by the research team with formalized input from the APV/Fourth Ward study steering committee and from concerned individuals, groups, and organizations via public forums.

Community Input Structure

The Housing Authority assembled a steering committee to work directly with the research team on the APV/Fourth Ward Study. The steering committee is comprised of representatives from the civic, political, business, educational, and religious fields, and from the local Fourth Ward community (see membership list). The charge of the steering committee was to provide input to the research team and to recommend (based upon the study) development strategies for APV and the Fourth Ward to the HACH Board of Commissioners. Membership of the steering committee is as follows:

ALLEN PARKWAY/FOURTH WARD STUDY STEERING COMMITTEE MEMBERS

Representative	Organizational Affilitation
1. H. J. Tollett	Chairman, Board of HACH
2. Zinetta Burney	Vice Chair, Board of HACH
3. Dr. Luis Cano	Commissioner, Board of HACH
4. Char Rothrock	Commissioner, Board of HACH
5. John Zipprich	Commissioner, Board of HACH

Representative	Organizational Affilitation
6. George Greanias	Council Member, City of Houston
7. James Ketelson	Chief Executive Officer, Tenneco, Inc.
8. Robert Mosbacher, Jr.	President, Mosbacher Production Company
9. Reverend Jew Don Boney, Jr.	Wheeler Avenue Baptist Church
10. Gladys House	President, Freedmen's Town Association
11. Dr. Clyde McDaniel	Director of Research, School of Social Work, University of Houston
12. Dr. Tatcho Mindiola	Sociology Department, University of Houston

In addition, community input was obtained through formal public forums held in the Fourth Ward neighborhood (a summary of the public forums is included in Appendix B). The first public forum was held on April 6, 1983, and the second forum was held on August 17, 1983. The general purpose of the forums was to provide a medium for the relevant participants, i.e, Fourth Ward tenants, home owners, business owners, civic and church groups, property owners (incumbent and absentee), to present their views, ideas, concerns, and proposals (plans) for APV and the balance of the Fourth Ward. The public forums were not limited to those who live in the Fourth Ward or who own property but were open to the general public. Special efforts were taken to involve both the public and private sectors in structuring the format of the community input mechanism.

II. HISTORICAL BACKGROUND

The City of Houston

Houston was founded in 1836, just six months after Sam Houston's victory over the Mexican Army at San Jacinto. The city has long been considered a "boomtown." Kenneth Wheeler described Houston as a "raw and explosive town where economic competition was ruthless yet community cooperation was notable."[1] The 6,442 acres on which the city was founded was not the most hospitable location; the swampy character of the townsite on Buffalo Bayou was a challenge to the early developers. The land was cleared by black slaves and Mexican laborers, for it was feared that "no white man could have worked and endured the insect bites and malaria, snake bites, impure water, and other hardships."[2] The 1837 Houston charter provided for a mayor and eight aldermen to be elected at large; four wards were added in 1839 from each of which two aldermen were elected; a fifth and sixth ward were added to the city's boundaries between 1839 and 1840.

Houston, since its founding, has grown steadily in both land area and population. The city's land area expanded from a mere nine square miles in 1850 to over 556 square miles in 1980. Moreover, the city's population expanded from 2,396 inhabitants in 1850 to over 1.6 million in 1980.[3]

Houston's minority community has also shown a steady increase over the years. Blacks and Hispanics, for example, were more than 45 percent of the city's total population in 1980. Houston's black population of over 450,257 (or 27.6 percent of the city's total population) makes it the largest in the South.

The city, in a short period of time, has established itself as the premier city in the sunbelt. The prominence of the city is highlighted by the following:

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[1] Kenneth Wheeler, To Wear a City's Crown: The Beginning of Urban Growth in Texas, 1836-1865 (Cambridge, Mass.: Harvard University Press, 1968), p. 2.

[2] O.F. Allen, The City of Houston From Wilderness to Wonder (Temple, Texas, 1936), p. 1.

[3] U.S. Bureau of the Census, Census of Population and Housing (Washington, D.C.: Government Printing Office, 1980).

1. it is the hub of the six-county Houston SMSA;
2. it is the largest city in the South and, unofficially, the fourth largest city in the nation;
3. it has traditionally served as a "magnet" for attracting individuals seeking expanding opportunities;
4. it is one of the fastest growing cities in the nation (over 366,581 persons were added to the city's population in the '70s);
5. its modern technical and somewhat diversified economy contributed to the boom experienced in the decade of the 1970s (over 669,700 non-agricultural jobs were added to the Houston SMSA between 1970 and 1980); and
6. its housing industry has led the nation in home construction (over 487,000 housing units were added to the area in the 70s).[4]

A liberal annexation policy has allowed the city to extend its geographic boundaries and tax base. In addition, Houston has the unique status as the only major U.S. city which does not have zoning. The absence of zoning has resulted in a varied and somewhat erratic land use pattern. However, minimal regulations have offered Houston as a haven for "unrestricted capitalism" and as a developers' "paradise."

Despite the city's boomtown image, there still exist a number of problems associated with urbanization. Specifically, the general problems which Houston faces are not unlike those of other urban areas: namely, the problems of inadequate housing, deteriorating inner-city neighborhoods, urban crime, disinvestment and redlining in lower-income and minority areas, high youth and minority unemployment, and the absence of a coherent community and economic development "master plan" for inner-city revitalization.[5]

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[4] U.S. Bureau of the Census, Provisional Estimates of Social, Economic and Housing Characteristics (Washington, D.C.: Government Printing Office, 1982).

[5] For a detailed discussion see R.D. Bullard, Blacks in the Sunbelt (Westport, CT: Greenwood Press, forthcoming); R.D. Bullard, "Black Housing, Community and Economic Development: A Case of Houston, Texas." Testimony presented to the U.S. House of Representatives Committee on the District of Columbia, Urban Centers Hearings, Houston, Texas (February 12, 1982).

The Fourth Ward

The early Houston economy was centered around the cotton and sugar production and cheap slave labor. The city's black slave population on Emancipation Day in Texas, June 19, 1865 or "Juneteenth," numbered about 1,000; these urban slaves were largely domestic servants with a small number working in the trades and on the wharves.[6] However, after Juneteenth, newly freed slaves began migrating from the cotton-rich Brazos River bottom to found Freedmen's Town, (located in the city's Fourth Ward). Black settlers (e.g., former slaves and their descendents) had acquired ownership of most of the land in Freedmen's Town by the 1880's. This amazing feat was accomplished by a poor and illiterate group less than one generation removed from slavery. The idea of "40 acres and a mule" was deeply instilled into the newly freed slaves and their immediate offspring. Gladys House, an active member and founder of the Freedmen's Town Association, summarized the contributions that the neighborhood has made to Houston's black community:

> Freedmen's Town was home for many freed slaves following the Civil War. Houston's finest black professionals were products of Freedmen's Town. . . . Freed slaves traveled into Houston with the concept of being free at last, and wanted to honor such an occasion by naming their homestead Freedmen's Town . . . . Black businesses flourished up to Travis Street, north to Franklin Street, south to Bell, and west to Taft. But this was to last only for a little while, until the 30's and 40's. The city began expanding with downtown Houston. City Hall, the Coliseum, and Sam Houston Park replaced residential and business structures of the black community.[7]

West Dallas (then known as San Felipe Road) became the heart of Houston's black business district and the center of black cultural life. The Fourth Ward was Houston's "Harlem." Dr. Henry Allen Bullock, a black sociologist, characterized life in the Fourth Ward during the 1950's as a place where blacks lived, "symbolizing a complex of feelings aroused by associations connected with the location people call home."[8]

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[6] Wheeler, To Wear A City's Crown, p. 109.

[7] See Houston Defender, (June 18-24, 1982).

[8] Henry A. Bullock, Pathways to the Negro Market (Ann Arbor: J.W. Edwards, 1957), pl 64.

Over 95 percent of the city's black businesses at the time were located in the ward. The neighborhood had its own community facility, Pilgrim Temple, which housed Houston's black professionals, social and cultural events, and the office of the Houston Citizens Chamber of Commerce (the Black Chamber). The 1950 population of the neighborhood included 9,051 inhabitants. However, the period after 1950 saw the neighborhood undergo dramatic demographic changes associated with out-migration of its young, better educated, and more affluent residents. Bullock described the pressures exerted upon the Fourth Ward. He writes:

> It [The Fourth Ward] has long been associated with Houston's Negro life. Immediate proximity to the downtown district exposes this area to the impact of urban territorial expansion first. Therefore, many of its families are seeking dwelling accommodations elsewhere . . . . However, the [Third Ward] is rapidly expanding to include adjacent tracts. The expansion is a result of increased population pressure from the Fourth Ward area, but is occasioned by the successful infiltration of Negro families into the white areas adjacent to Third Ward.[9]

Houston's black population continued to expand outward (out of the traditional black areas) during the '60s and '70s. This population expansion occurred generally in the northeast and southeast quadrants of the city. The city's black population is largely concentrated on the eastern half with "pockets" located elsewhere.[10] The Fourth Ward is such a pocket located west of the city's sparkling and towering central business district. Residents of this predominately black neighborhood have been living in the shadow of the booming downtown area for years. The neighborhood also has been exposed to encroachment from an expanding Downtown district for years. Thus, the talk of redevelopment, renovation, and revitalization are not new concepts to residents of this area.

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[9] Ibid, pp. 61-62.

[10] See R.D. Bullard and O.L. Pierce, "Black Housing Patterns in a Southern Metropolis: Competition for Decent Housing in a Shrinking Market." The Black Scholar, 10 (November/December, 1979), pp. 60-67; R.D. Bullard, "Black Housing in Boomtown," (Houston; Texas Southern University Publication, 1982); Chandler Davidson, Biracial Politics: Conflicts and Coalition in the Metropolitan South (Baton Rouge: Louisiana University Press, 1972), pp. 130-135.

However, the current neighborhood has a number of characteristics which in the present economic market makes it extremely vulnerable. Utilizing criteria presented in the National Urban Coalition's study on residential displacement, the Fourth Ward has at least five "strikes" against it.[11] It is (1) predominately black, (2) poor, (3) largely renters, (4) a near-town neighborhood, and (5) has a large share of elderly persons. These factors alone, in an imperfect society (i.e., free of institutionalized racism), place the incumbent residents in a precarious position.

Although the residents of the neighborhood are economically poor, there is a strong sense of pride and cohesiveness that runs throughout the neighborhood. This neighborhood solidarity has been discovered over and over by researchers studying the area.[12] This strong neighborhood identification with the Fourth Ward as the "Mother Ward for black Houston" is not limited to residents of the area. However, many of the city's blacks have "roots" in the ward and thus can identify readily with the area's fate.

Many psychological and financial barrier once associated with inner-city minority neighborhoods are gradually being lifted in selected neartown areas; this phenomenon is exhibited by the back-to-the-city trend among younger households who find housing bargains by investing "sweat equity" in renovating older inner-city houses. The end result of such neighborhood revitalization has been to increase the size and number of middle-to-upper middle income enclaves or "pockets of plenty" in many large urban areas. Neighborhood revitalization of older inner-city neighborhoods has resulted in much improved physical amenities in the affected areas. However, the process has often fostered racial and ethnic exclusion and displacement of the incumbent residents.[13]

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[11] The National Urban Coalition, Displacement: City Neighborhoods in Transition (Washington, D.C.: The National Urban Coalition, 1978), pp. 5-16; also see Chester Hartman, D. Keating, and R. LeGates, Displacement: How to Fight It (Berkeley, CA: National Housing Law Project, 1982).

[12] See Economic Research Associates, Houston Fourth Ward Redevelopment Study (October 1, 1979); also Bertha Fountain, Redevelopment and Mobility Preferences of the Fourth Ward Residents, unpublished M.S.W. thesis, University of Houston, Houston, Texas, (May, 1982).

The fears and anxieties of being displaced from one's home (whether real or imagined) are prevalent in the city's Fourth Ward. Residents feel threatened by the city's past track record in dealing with their area. Houston's oldest black neighborhood, at present, can best be described as a neighborhood under "seige." As blacks gradually lost ownership of the land in this neighborhood, an essential degree of control was also lost. The neighborhood has been allowed to deteriorate and decline over the years with few improvements and amenities. The policy of "benign neglect" has largely shaped the physical conditions currently found in the Fourth Ward.

Public Housing and Allen Parkway Village

The U.S. Housing Act of 1937 and subsequent Texas enabling legislation led to the establishment of the Housing Authority of the City of Houston (HACH). The Housing Authority was responsible for construction of housing for low-income families under the low-rent public housing program. A two-pronged approach was used in carrying out the mission of the Housing Authority: namely, (1) to clear slums and blighted areas, and (2) to provide decent, safe, and sanitary public housing.[14]

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[13] See L. Long and D. Dahman, The City-Suburbs Income Gap: Is It Being Narrowed by a Back to the City Movement? (Washington, D.C., Government Printing Office, 1980), p. 20; R.P. Nathan, "New Crisis Downtown," Society 16 (1979), pp. 5-8; Phillip Clay, Neighborhood Renewal (Lexington, Mass.: Lexington Books, 1979), Chapter 2; S.B. Laska and D. Spain (eds.) Back-To-The-City (New York: Pergamon Press, 1979); R.D. Bullard and D.L. Tryman "Competition for Decent Housing," Journal of Ethnic Studies 7 (Winter, 1980), pp. 52-63; R.D. Bullard, "Persistent Barriers in Housing Black Americans," Journal of Applied Social Sciences 7 (Fall/Winter, 1982-83), pp. 19-31.

[14] See Housing Authority for the City of Houston, First Annual Report (July, 1940). This 32 page report illustrated the slum conditions in the city and drawings of projects planned for the city. At the time, over 25,680 families (or over 87,618 individuals) were living in substandard dwelling units which were scattered through the city.

The early public housing developments were built on a racially segregated basis, (i.e., separate projects for blacks and whites).

Among the first public housing projects to be built in Houston was the 1,000 unit San Felipe Courts development (the name was later changed in 1960 to Allen Parkway Village), a white project in the Fourth Ward. Prior to constructing the 1,000 unit project for whites, a 1940 Housing Authority commissioned survey determined that the site on which the development was to be built was a "blighted area" containing a disproportionate share of delapidated buildings and unpaved streets. The proposed development site in fact was part of the original Freedmen's Town neighborhood and the city's garbage dump.[15] Blacks in the Fourth Ward and Freedmen's Town were vehemently opposed to the proposed actions of the Houston Housing Authority. The United States Housing Authority (USHA), promoted by protests and threats of racial violence, ordered public hearings into the matter.

Despite the protest and opposition by blacks from the Fourth Ward, land was acquired for the project. Ten acres were purchased from the City of Houston and 27 acres were purchased from private landowners. Allegations and charges were publicized that HACH used "slum clearance to capitalize [on] poverty and drive a bargain."[16] Low appraisals of property, the threat of eminent domain, and residential displacement were factors impacting the neighborhood. The Housing Authority used eminent domain to condemn the property of 14 land owners. Displaced families generally sought housing elsewhere within the Fourth Ward. However, at least 50 Fourth Ward families were eventually housed in Cuney Homes, the black housing project.[17]

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[15] See Houston Post, (September 7, 1941); also Robert D. Bullard, "Solid Waste Sites and the Black Houston Community," Sociological Inquiry 53 (Spring/Summer, 1983). The Bullard article point out that part of the Allen Parkway Village and Jefferson Davis Hospital were built on top of the old Fourth Ward Garbage Dump.

[16] The Houston Post, (February 11, 1940).

[17] Housing Authority of the City of Houston, "Allen Parkway Village," (September, 1982), p. 3.

A 1941 editorial appearing in the Houston Informer, a black weekly newspaper, summarized the views on "Tenements in Fourth Ward":

> In the Fourth Ward evacuation of the Negro families and demolition of their former homes has created a problem that is rapidly transforming this part of the city into a veritable firetrap.
>
> Landlords are crowding apartments literally on top of one another to increase their tenant capacity. Rents have skyrocketed. Because of the obvious advantage of the Ward few of those affected by the erection of the white project [Allen Parkway Village] have moved to other wards.
>
> Instead of doing what the housing project was designed to do, under its present application, it is aggravating instead of alleviating the condition it was originally planned to better.[18]

The Housing Authority in a supplement to its 1943 Annual Report gave the status of San Felipe Courts:

> The Housing Authority is very happy to be able to add this supplement to the foregoing Annual Report before going to press. Final approval of the 436 units at San Felipe Courts, which will bring this project to its original 1,000 units, has been received.
>
> The completion of this building program removed finally from the Houston scene one of the most blighted sections in the metropolitan area, a section noted for crime, disease, and general low living standards. Replacing this substandard housing area will be this 1,000-unit permanent, fire-proof project, one of the largest in the South, to be occupied eventually by the low-income citizens [white] of Houston.[19]

The 1,000 unit San Felipe Courts (Allen Parkway Village) was completed after intermittent delays.[20] World War II and

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[18] The Houston Informer, (February 14, 1941).

[19] Housing Authority of the City of Houston, The War and Houston's Housing Authority (April 1, 1943).

[20] The project's completion was delayed due to disputes with the USHA over another undeveloped site, severe rains, discovery of an old graveyard on the site, World War II, labor and material shortages, and labor disputes.

material shortages forced the development designated Project TX 5-4 to its present size of 564 units. The second segment of the development Project TX 5-7 was completed in 1944. The initial development costs for the two projects totaled $4,693,314.26, with $2,287,558.69 for TX 5-4 and $2,405,755.57 for TX 5-7. The average cost per unit in Project TX 5-4 was $4,056 and $5,518 for TX 507.[21]

The Housing Authority had problems initially in "selling" whites on the newly constructed white project which was the largest of its kind in the South. Articles appeared in the local paper to this effect: namely, "U.S. Expert Warns HHA It Must 'Sell' San Felipe Project." However, the project was filled. The 1957 Annual Report of the Housing Authority reveals that 2,259 persons lived in the project.[22] The fences which separated the white housing project from the adjacent black community were symbolic of the segregated nature of housing in Houston. However, the symbolic obstacles (fences) and legal barriers (de jure segregation) were gradually lifted. By 1967, Allen Parkway Village was the home of 3,500 tenants of which 40 percent were black and Hispanic. Less than 10 years later (1976) the project was 66 percent black, 3 percent Hispanic, 26 percent white, and 5 percent Indo-Chinese.[23]

The 1960s appear to have been a critical era in Allen Parkway Village (a formerly all-white housing project) becoming identified as "part" of the Fourth Ward and Houston's black community. However, the period between 1976 and 1983 has seen the project go from two-thirds black to more than one-half Indo-Chinese. It is unlikely that this demographic change in tenant population was due to random assignment from the HACH waiting list; the "steering" of Indo-Chinese residents to Allen Parkway Village appears to have been an attempt to isolate the project from the Fourth Ward and the larger black Houston community and to defuse the issue (possible sale of the public housing project) as a political concern.[24]

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[21] Housing Authority of the City of Houston, "Allen Parkway Village Analysis," (May 1, 1978), p. 3.

[22] Housing Authority of the City of Houston, Annual Report, (1957).

[23] Bullard and Pierce, "Black Housing Patterns in a Southern Metropolis," Table 2.

[24] See Bullard, "Black Housing in Boomtown," p. 12.

III. SOCIAL, ECONOMIC, AND POLITICAL DYNAMICS

Neighborhood Support Networks and Services

The Fourth Ward has experienced out-migration of its younger and more affluent residents over the years. However, the neighborhood and its institutions continue to exert influence on those who have their roots in the ward (even though individuals may have moved from the neighborhood). Religious, civic, and political institutions in the Fourth Ward have a constituency which extends well beyond the actual boundaries of the neighborhood. This extended loyalty and kinship structure is not unique to the Fourth Ward but can often be found in other black communities across the country.[1]

Churches

The greatest legacy of the neighborhood lives on in its churches. There are over 16 active churches in the neighborhood. Probably the most notable church in the neighborhood is Antioch Baptist Church, a national historical landmark since 1976. Antioch Baptist Chruch dates back to the mid-1860's and is the oldest black church in Texas.[2] In 1866, the church moved from its original location on "Baptist Hill" (where the Music Hall and Coliseum presently stand) to its present location on Robin Street.[3] Antioch Baptist Church stands as a stark reminder of the original Fourth Ward's extension beyond Interstate 45 Freeway (eastern boundary). The church is amidst skyscrapers and high rise parking ramps, but remains an integral part of the neighborhood structure.[4]

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[1] For an in depth look at this phenomenon, see Harret P. McAdoo, "Black Kinship," Psychology Today (May, 1979).

[2] Helen Sanders, "Antioch Baptist Church," Black Focus (December/January, 1977), pp. 6-8.

[3] Freedmen's Town Association, Inc., Freeamen's Town Brochure (1981).

[4] See Gunnar Myrdal, An American Dilemma (New York: Harper and Brothers, 1944), p. 872-874; Lawrence Rice, The Negro in Texas: 1874-1900 (Baton Rouge: Louisiana State University Press, 1971), pp. 271-275; also, Davidson, Biracial Politics, pp. 36-40.

Other neighborhood support institutions include the following:

Civic Organizations. The two broad-based and widely known organizations in the Fourth Ward are (1) Freedmen's Town Association, and (2) Fourth Ward Neighborhood Council. The Freedmen's Town Association was incorporated in 1981 by residents of Fourth Ward and others who were concerned about revitalization in Houston's oldest black neighborhood. The organizations has as it purpose to "design, implement, coordinate, and direct programs intended to insure the effective participation of Fourth Ward residents in the redevelopment and revitalization of their community.[5] It recently initiated a neighborhood newspaper bearing the name of Freedmen's Journal.

The Fourth Ward Neighborhood Council was organized in January, 1979. This organization is also dedicated to preserving the "heritage and history" of the Fourth Ward. This neighborhood organization holds monthly meetings at Macedonia Baptist Church (1406 Ruthven at Wilson) in the ward.

A recent survey of Fourth Ward residents revealed that over 58.5 percent felt that Freedmen's Town Association wanted to improve the area for current residents; and over 56.1 percent of those surveyed felt that the Fourth Ward Neighborhood Council wanted to improve the area for its residents.[6]

Schools. The Houston Independent School District (HISD) operated two schools in the Fourth Ward in the 1979-1980 school year: Gregory Elementary and Lincoln Junior High School. HISD closed Gregory Elementary School at the end of the 1979-80 school term because of the physical deterioration of the facility (e.g., facility was condemned) and declining enrollment. Students who had formerly attended Gregory Elementary now attend Lincoln, which accommodates Kindergarten through 8th grades. The enrollment of Gregory for the last year of operation (1979-1980) was 882; the 1982-1983 enrollment of elementary (K-5) for Lincoln was 836.[7] A distribution of the enrollment and ethnic composition of elementary pupils of the Fourth Ward is as follows:

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[5] Ibid.

[6] Fountain, Redevelopment and Mobility Preferences of the Fourth Ward Residents, p. 27.

[7] The enrollment statistics are from the Pupil Accounting Division, Houston Independent School District (May 24, 1983).

Pupil Enrollment	1979-1980 Gregory (K-5)	1982-1093 Lincoln (K-5)
Black	553 (62.7%)	382 (45.7%)
Hispanic	184 (20.9%)	164 (19.6%)
Asian	137 (15.5%)	181 (33.8%)
White	8 (0.9%)	8 (0.9%)
TOTAL	882 (100.5%)	836 (100.0%)

The enrollment data from HISD clearly reveal that the grades K through 5 have shifted in the direction of becoming more and more Asian. Blacks comprised nearly two-thirds of the elementary school pupils in the Fourth Ward in 1979-80 school years. By 1982-83, black elementary school enrollment had dropped to less than one-half (45.7 percent) of the K-5 student enrollment at the Gregory-Lincoln Center.

It should be pointed out that Gregory Elementary had a special link to black life in the neighborhood. The school was built after blacks donated land to HISD. The original school structure was brick but was later built as a two-story wood-frame building. The present building (white-brick) was constructed after fire destroyed the wood-frame structure. The closing of Gregory and the shifting of its students to Lincoln was met with intense opposition from Fourth Ward residents. Neighborhood residents perceived the actions of HISD as just another attempt to destabilize their area.

Overall, residents' evaluation of the schools in the area reveal that a little over one-third (36.6%) rated educational facilities as "inadequate."[8]

Health Facilities. Two major health facilities are located in the Fourth Ward: Jefferson Davis Hospital and the Fourth Ward Clinic. Jefferson Davis, which is part of the Harris County Hospital District, has been in operation since the late 30s. The hospital is located to the west of Allen Parkway Village and primarily provides indigent maternity care; more babies are delivered at Jefferson Davis annually than any other single Houston hospital. The Fourth Ward Clinic is operated by the City of Houston Department of Public Health. The facility is located at 3550 West Dallas and is centrally located for residents of the neighborhood.[9]

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[8] Fountain, Redevelopment and Mobility Preferences of the Fourth Ward Residents, p. 27.

Parks and Recreation. Park space in the Fourth Ward is inadequate as is the case for Houston at large. The neighborhood has two parks: San Felipe Park (located at 1717 Allen Parkway) and Wiley Park (located at 1414 Gillette). San Felipe Park covers 2.6 acres and Wiley Park consists of 1.0 acre. One of the neighborhood's oldest parks was eliminated by the construction of Houston Fire Station #2 (located at 1500 West Dallas) on the park site. Residents' evaluation of recreational facilities in the neighborhood shows that over two-fifths (41.5 percent) noted the services as "inadequate."[10]

Police Protection. The Fourth Ward is only a short distance from the city's Central Police Station (located at 61 Riesner). The incidence of crime in the neighborhood has been declining over the years. The rate of crime in the Fourth Ward has been lower than that found in the adjacent neighborhood (i.e., Montrose area) since 1976.[11] The popular view of the Fourth Ward as a "crime ridden no man's land" has been clearly exaggerated. The aging of the neighborhood's population is probably the single most important factor contributing to this decrease (i.e., fewer youths to commit crimes in the area).

Fire Protection. Fire protection for the neighborhood is provided primarily by Fire Station #2, located at 1500 West Dallas. However, another Fire Station (#16) is located just outside the area. The wood-frame structures and the age of the dwelling units both contribute to the high incidence of fires.

Overall, the social networks and longstanding institutions are large factors in maintaining the area's cohesiveness. The neighborhood has a lower proportion of transients (residents for less than two years) than the city as a whole. Over the years residents of the area have developed a sense of "community" which transcends the physical structures and super-imposed geographic boundaries of the current neighborhood. Thus, Houston's Fourth Ward community is both symbolic and real.

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[9] City Planning Departent, Data Book: Montrose/Fourth Ward Community Development Area (1979), p. 16.

[10] Fountain, Redevelopment and Mobility Preferences of the Fourth Ward Residents, p. 27.

[11] Economic Research Associates, p. I-18.

Economic Realities

Economic life in the Fourth Ward has been changing for the past 50 years. Part of this change has been a result of the dramatic shift of the city's black population and black business entrepreneurs. Black businesses usually follow the population on which they are dependent. Though once a thriving center of black business, the Fourth Ward has been allowed through systematic neglect to physically and economically deteriorate. A 1979 report of the Mayor's Urban Policy Advisory Board addressed this very issue:

> Houston has grown alarmingly fast . . . while this burgeoning growth has maintained Houston's healthy economic independence, it has also been responsible for the focus of City services in newer neighborhoods at the expense of most inner-city neighborhoods.
>
> Houston's continuing economic health has made the inequalities between its vital, well-maintained neighborhoods and those falling or fallen into decay all more apparent.[12]

The blighted conditions in the Fourth Ward long have been recognized, but few remedial actions have been taken to correct the situation. The neighborhood is included as a "target area" in the city's (1) Community Development Block Grant Program (CDBG), (2) overall Economic Development Program, and (3) Industrial Development Corporation - "Blighted Areas Project." The neighborhood (with the Montrose area) was included in the Third Year funding of the City's CDBG application submitted in 1975.[13] It was not until 1981 that the City Council designated the Fourth Ward a "Neighborhood Strategy Area" to make it eligible for physical improvements, public facilities, public services, and housing programs. General public service needs include: (1) street lights, (2) envirionmental health, i.e., rat abatement, nondisposable trash collection, vacant lot clearance, stray animal control, (e) day care, i.e., before, during and after school day care, and (4) elderly services, i.e., homemakers, "meals on wheels," and transportation.[14] A summary of the community development and housing needs in the Fourth Ward neighborhood strategy area revealed the following:

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[12] The Mayor's Urban Policy Advisory Board, Toward An Urban Policy in Houston (April, 1979), p. 84.

[13] City of Houston Community Development Division, "Housing and Community Development Program Application of the City of Houston," (March, 1975), p. 16.

1. Need for additional parks, playgrounds and other recreational facilties.

2. Need for street improvements, as nearly one-fourth (23 percent) were in poor condition.

3. Need to upgrade the water distribution system to increase supply, decrease leakage, and increase pressure for residential consumption and fire protection.

4. Need to upgrade sewer facilities.

5. Need for rehabilitation of private properties due to housing code violations.[15]

The City of Houston has been reluctant to channel CDBG monies into the neighborhood because of the uncertainty of the area's future. In addition, few absentee landlords have elected to participate in the low-cost improvement loans, taking a "wait and see" posture.

The economic prospects and employment options for Fourth Ward residents have been minimally affected by the various public service programs. The plight of Fourth Ward residents and residents of similar inner-city neighborhoods was described in the Mayor's Urban Policy Advisory Boards report:

> Central city neighborhoods with economic problems are plagued with inadequate infra-structures (including unpaved streets, inadequate water and sewer capacity, non-existent street lighting, and decaying telephone and electrical lines) which are not satisfactorily maintained.
>
> Past efforts by a variety of community and public organizations to alleviate economic problems in Houston's declining areas have met little success. Besides these obstacles to economic betterment mentioned above, organizations attempting to solve problems have been hampered by insufficient technical capacity, a lack of

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[14] City of Houston Community Development Division, "1981 Community Development Program Application," (August, 1981), p. 4.

[15] *Ibid*., p. 22.

> genuine long-term commitment within both the pulbic and private sectors, and isolation of the minority communities.[16]

The economic problems which are found in the Fourth Ward are not unique to this predominately black neighborhood. Moreover, the problems of unemployment/underemployment, poverty, disinvestment, redlining (by insurance companies and lending institutions), and the absence of a coherent community and economic development "master plan" are issue areas that confront nearly every lower income minority community in the city.

The Politics of Neighborhood Revitalization

The concept of "neighborhood revitalization" has been used as a banner for rebuilding the nation's decaying inner-cities. However, revitalization of older neighborhoods often takes on a double meaning. First, redevelopment and revitalization of once declining inner city neighborhoods have meant improved infrastructures and residential amenities, general physical upgrading of the areas, and more revenues for munciipalities. On the other hand, revitalization has fostered racial and ethnic exclusion and displacement of incumbent residents.[17] The central question for the revitalization movement has been revitalization for whom. Will redevelopment efforts provide assistance to enhance the quality of local neighborhoods for their lower-income (incumbent) residents, or will they attempt to replace segments of their poorer populace with members of the inmigrating class of "urban pioneers?" This process becomes a volatile political issue in most cases when wholesale displacement occurs and "gentrification" is adopted as the redevelopment pattern. Deborah Auger summarized this political dilemma of local officals:

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[16] Mayor's Urban Policy Advisory Board, *Toward An Urban Policy in Houston*, p. 30.

[17] See Deboran A. Auger, "The Politics of Revitalization in Gentrifying Neighborhoods," *Journal of the American Planning Association* 45 (October, 1979), pp. 515-522; R.D. Bullard, "Housing and the Quality of Life in the Urban Community: A Focus on Dynamic Factors Affecting Blacks in the Housing Market," *Journal of Social and Behavioral Sciences* 25 (Spring, 1979), pp. 46-53; S.B. Laska and D. Spain, *Back-to-the-City* (New York: Pergaman Press, 1979); Chester Hartman, D. Keating, and R. LeGates, *Displacement: How to Fight It* (Berkeley, California National Housing Law Project, 1982).

> Enamored with the payoffs gentrification promises, they [political officials] have been led to underestimate the adverse social impacts and political strains these strategies can create.
>
> While efforts to advance middle-class resettlement can produce considerable fiscal benefit, they impose on poor communication sizable social costs. Threats posed by the middle-class' superior economic and political power generate uneasiness and fears on the part of the incumbents regarding issues of displacement and loss of their political authority. As gentrification escalates to the point when these threats begin to be realized, the community divides against itself. Dislocation and intensifying conflicts in the neighborhood produce anguish, trauma, and deep social ill will among neighborhoods that can destroy the social fabric of the community.[18]

The question that surfaces again and again is whether local political officals will be willing to undertake strategies or take steps that will minimize dislocation of incumbent residents of neighborhoods targeted for revitalization. Auger contends that, "faced with the fiscal bonuses offered by the middle-class settlers some local officials may be willing to subvert to secondary priority the needs of the indigenous poor."[19]

Displacement is no small matter and cannot be taken lightly. Over 2.5 million Americans are displaced each year; and over 500,000 low-rent housing units are lost each year, through conversion, abandonment, inflation, arson, and demolition. The great majority of the displaces include the "low-wage and welfare households, single-parent families, beleaguered minorities, and the fixed-income elderly."[20]

The end product of neighborhood revitalization efforts in Houston does not vary significantly from that in other cities, as demonstrated in a National Urban Coalition report.[21] In addition, the "politics" of redevelopment are present. This is especially true in the case of the city's Fourth Ward and the status of the Allen Parkway Village public housing project. The decision to revitalize the neighborhood will likely involve both economic and political considerations. This is also the case for Allen Parkway Village and the 37 acres on which it sits. For example, a decision to demolish a project that houses Vietnamese refugees would cause less political "fallout" than the same decision to tear down a project housing mostly black families. However, the sentiments and allegiance that the city's black community share for the Fourth Ward remain strong. The reality of the situation is that the city's nearly one-half million blacks form a potent political bloc; the "eyes" of the black community are on the Fourth Ward and Allen Parkway Village.

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[18] Auger, "The Politics of Revitalization in Gentrifying Neighborhoods," p. 521.

[19] Ibid., p. 521.

[20] Hartman, et al., Displacement: How to Fight It, p. 3.

[21] See National Urban Coalition, Displacement: City Neighborhoods in Transition.

IV. DEMOGRAPHIC PROFILE OF FOURTH WARD RESIDENTS

Population Characteristics

The population of the Fourth Ward (census tract 400.26) in 1980 was 6,874, down from 7,448 in 1970 (or a 7.7 percent population decrease). This neighborhood population decline took place while Houston's overall population was growing by over 29 percent between 1970 and 1980 (see Table IV-1). The neighborhood includes over 2,304 households with an average household size of 2.98 persons; the average household in the Fourth Ward is slightly larger than the average household for the city.

This historically black neighborhood also has experienced a change in its racial/ethnic makeup. For example, in 1970 ethnic composition of the area included the following: blacks (84.3 percent), white (11.7 percent), and Hispanics (3.9 perent). By 1980, the ethnic composition had shifted to 63.4 percent black, 4.4 percent white, 10.3 percent Hispanic, and 21.9 percent Asian/Pacific Islanders. The Asian/Pacific Islander ethnic group represents a significant increase in the neighborhood's resident population during the decade of the 1970s. Although this particular ethnic group represents only 2.1 percent of the city's total population, it makes up over one-fifth of the Fourth Ward population. The Fourth Ward is truly a racially diverse minority neighborhood. Blacks remain as the largest racial group in the neighborhood, comprising nearly two-thirds of the residents.

As a minority neighborhood, families in the Fourth Ward tend to be relatively large with more children per household. The mean number of children in Fourth Ward households is 2.6; the comparable figure for Houston-Harris County is 1.9 children per household. Nearly one-fourth of the neighborhood's households are headed by families compared to 11.5 percent for the city at large.

The average Fourth Ward resident is somewhat younger than the Houston counterpart. Specifically, the median age for Fourth Ward residents is 25.6 years and 27.6 for Houston. The age structure of the neighborhood also differs from the larger Houston community. The neighborhood has a larger percentage of younger persons, i.e., minor dependents, and older persons. Over 38.2 percent of the neighborhood's population is under 18 years compared to 29.4 percent for the city. Moreover, persons 60 and over represent nearly 15 percent of the neighborhood's population, while this age group is less than 10 percent of Houston's population. The 18 to 59 age group also shows a wide difference for the neighborhood and the city. Less than one-half (47 percent) of the Fourth Ward residents fall within the 18-59 age group. On the other hand, over six of every ten (61.7 percent) Houstonians fall within this age range.

TABLE IV-1

Selected Population Characteristics of the Fourth Ward and the City of Houston, 1980

Demographic Characteristics	Fourth Ward (Tract 400.26)	City of Houston
Population		
Number of residents	6,874	1,595,138
Number of households	2,304	602,696
Average household size	2.98	2.64
Percent population change 1970-1980	-7.7	29.4
Race/Ethnicity		
Percent White	4.4	52.7
Percent Black	63.4	27.6
Percent Hispanic	10.3	17.6
Percent Asian and Pacific Islander	21.9	2.1
Household Status		
Mean number of children in household	2.6	1.9[1]
Percent female header households	24.7	11.5
Age		
Median age	25.6	27.6
Percent under 6	12.6	9.4
Percent 6 to 17	25.6	19.0
Percent 18 to 59	47.0	61.7
Percent 60 or over	14.8	9.9

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[1] The 1980 figures for the City of Houston were unavailable. This figure represents Harris County.

Source: U.S. Bureau of the Census.

Economic Characteristics

The median income for census tract 440.26, the Fourth Ward, was the lowest of any Houston census tract in 1980. The median income for the neighborhood was $4,755 in 1980, up from $1,420 in 1970 (see Table IV-2). The median income for Houston was $18,474 in 1980; the Houston median household income in 1970 was $9,876. Fourth Ward households earned only 24.5 percent of the city median income in 1970 and 25.8 percent of the Houston median income in 1980. The per capita income of Fourth Ward residents was $2,520 in 1979. The per capita income for Houston in 1979 was $8,857, or 3.5 times that of the Fourth Ward.

The major income sources of Fourth Ward residents reveal that over 38.2 percent have earned income compared to 56.7 percent in Houston-Harris County. A larger percentage of the neighborhood residents are dependent upon social security (21.1 percent) than the larger community (9.0 percent); and nearly one-fourth of neighborhood's families have public assistance as the major source of income.

Houston's Fourth Ward is a classic example of a "poverty pocket" amid plenty. The 1980 census data reveal that nearly 56 percent of all Fourth Ward households were below the poverty threshold in 1979; the comparable poverty figures for Houston was 10 percent. In addition, over 57.5 percent of all persons in the neighborhood were below the pverty level in 1979 as comared to 12.7 percent of the Houston population. A Fourth Ward household was over five times more likely to be below the poverty level than the city as a whole.

Educational attainment for the Fourth Ward lags behind that of the city. For example, only 29.7 percent of the persons age 18 or older in the neighborhood are high school graduates; over 70 percent of the Houston population (age 18 or older) are high school graduates.

The employment picture for the Fourth Ward shows that two-thirds (66.7 percent) of the neighborhood's labor force were employed (with no unemployment) throughout 1979 as compared to 82.2 percent of the Houston labor force for the same year. The Fourtn Ward and other predominately black neighborhoods have experienced double-digit unemployment for a number of years. For example, the 1980 Census figures reveal that 10.1 perent of the Fourth Ward (census tract 400.26) labor force was unemployed; the unemployment rate of Houston during the same period was 4.5 percent. Fourth Ward workers were more than twice as likely to be unemployed than other Houston workers in 1980. The unemployment picture has changed somewhat with the recent recession. The Houston area unemployment rate climbed to a high of over 9.9 percent in March of 1983. The

TABLE IV-2

Selected Economic Characteristics of the Fourth Ward and the City of Houston, 1980

Economic Characteristics	Fourth Ward (Tract 400.26)	City of Houston
Income		
Median household income 1979	$4,775	$18,474
Per capita income 1979	2,520	8,857
Source of Income		
Percent with earned income	38.2	56.7[1]
Percent with social security	21.6	9.0[1]
Percent with public assistance	25.1	2.5[1]
Poverty		
Percent of persons below poverty	57.5	12.7
Percent of households below poverty	55.9	10.0
Education		
Percent high school graduates (persons 18 or older)	29.7	70.1
Employment		
Percent of labor force employed with no unemployment - 1979	66.7	82.2
Percent of labor force unemployed in 1980	10.1	4.5

[1] The 1980 figures for Houston were unavailable. The above figures represent Harris County.

Source: U.S. Bureau of the Census.

latest unemployment figures for the Houston area show an April 1983 rate of 9.5 percent. Unemployment statistics are not available from the Texas Employment Commission at the census tract level. However, it seems plausible that the rate of unemployment of Fourth Ward workers continues to be significantly higher than the city's work force.

Housing Characteristics

Lower than average income and high unemployment are correlated with low homeownership. Houston in 1980 had over 287,889 owner-occupied housing units, or 47.8 percent of all housing units (see Table IV-3). The 104 owner-occupied housing units in the Fourth Ward represent ony 4.7 percent of the neighborhood's 2,555 housing units. Thus, over 95 percent of the neighborhood's residents are renters. Even excluding Allen Parkway Village from these figures, owner-occupancy was still less than 10 percent.

In addition to a population loss, the neighborhood also had experienced a decline in the housing stock between 1970 and 1980. Specifically, the neighborhood experienced a more than 12 percent drop in its housing units for the period 1970-1980. The neighborhood included 2,910 housing units in 1970 and 2,555 housing units in 1980 (or a 12.1 percent decrease). This change in the neighborhood's housing stock has affected primarily renters. For example, there were 2,334 renter-occupied housing units in the neighborhood in 1970 and 1,127 renter-occupied housing units in the area in 1980. The number of owner-occupied housing units actually increased from 103 in 1970 to 104 in 1980.

Housing units in the Fourth Ward tend to have more persons per unit than the city's average. The Fourth Ward housing units have an average of 3.0 persons per unit while the city's average is 2.6 persons per unit. In addition, the problem of overcrowded living conditions is far more prevalent in the neighborhood than in the city; over one-fourth (26.0 percent) of the neighborhood's households are overcrowded, i.e., 1.01 or more persons per room. Fewer than 10 percent (7.7 percent) of Houston's households live in overcrowded conditions. Fourth Ward households are more than three times as likely to live in overcrowded housing than their counterparts in the city at large.

The average value of owner-occupied housing in the Fourth Ward is one-third (33.4 percent) less than that of the city's average. The median value of owner-occupied housing in Houston was $49,100 in 1980; the median value of the 104 owner-occupied housing units in the Fourth Ward was $36,800 in 1980.

The average rent that is paid by residents of the Fourth Ward is more than three times lower than the average rent paid in the larger Houston commmunity. The median contract rent for renter-occupied housing in the Fourth Ward was $77 in 1980. The comparable figure for Houston in 1980 was $256 (or a difference of $179).

TABLE IV-3

Selected Housing Characteristics of the Fourth Ward and the City of Houston - 1980

Housing Characteristics	Fourth Ward (Tract 400.26)	City of Houston
Total owner-occupied units	104	287,889
Percent owner-occupied units	4.7	47.8
Percent renter-occupied housing	95.9	52.2
Percent change housing units 1970-1980	- 12.1	58.3
Persons per unit occupied housing	3.0	2.6
Percent over crowded households (1.01 or more persons per room)	26.0	7.7
Median value of owner-occupied housing	$36,800	$49,100
Renter-occupied median contract rent	$ 77	$ 256

Source: U.S. Bureau of the Census.

V. DEMOGRAPHIC PROFILE OF ALLEN PARKWAY VILLAGE RESIDENTS

Unit Size

Allen Parkway Village consists of 80 two and three-story apartment buildings, which originally contained 1,000 apartments and three non-dwelling buildings providing administration, community, and maintenance space. Of the original apartments, 72 have been combined to make 36 larger apartment units. An additional 59 units have been removed from service for a variety of reasons, including conversion to a Day Care Center, use as storage, or lease to other agencies. This leaves 905 units available for lease as of June 1, 1983. A distribution of the units at Allen Parkway Village is presented in Table V-1. One and two bedroom units comprise over two-thirds (67.9 percent) of the project apartments; three-bedroom units make up about one-fifth (19.4 percent) of the apartments; and nearly 13 percent of the apartments have four or more bedrooms..

Ethnic Composition

The population at Allen Parkway Village has changed over the years. The project was first built as a "white" project, later becoming the home for minority group members. Blacks and Hispanics made up about two-fifth of the project tenants in 1967. By 1976, blacks comprised two-thirds of the tenants at Allen Parkway Village; whites were one-fourth (26.0 percent), Hispanics three percent, and Indo-Chinese were five percent of the tenant population. The period from 1976 to 1980 saw a marked change in the black and Indo-Chinese population in the project. During that period the proportion of black tenants dropped from 66 percent in 1976 to 45.8 percent in 1980. On the other hand, the Indo-Chinese tenant population increased from only 5 percent in 1976 to 41 percent in 1980. During this same period, the proportion of white tenants in the project dropped from one-fourth to about one-tenth of the total tenants (see Table V-2).

The period from 1980 to 1983 has also seen a continued shift in the project ethnic composition. The May, 1983 data for the project reveal that Indo-Chinese are over 58 percent of the project tenants with blacks the second largest group (33.1 percent). A detailed breakdown of the household and family status by race is illustrated in Table V-3. A total of 695 households currently occupy the units at the project. Of the total households, 465 (or 66.9 percent) are families, 198 (28.5 percent) are elderly households, and 32 (4.6 percent) are disabled households. Seven of every ten families in Allen Parkway Village is Indo-Chinese; and nearly one-third of the

Table V-1.

Distribution of Unit Size at Allen Parkway Village

Unit Size	Number of Units for Lease[1] TX 5-4	 TX 5-7	 Total
1 Bedroom	175 (35.2%)	126 (30.9%)	301 (33.3%)
2 Bedroom	155 (31.2%)	158 (38.7%)	313 (34.6%)
3 Bedroom	106 (21.3%)	70 (17.2%)	176 (19.4%)
4 Bedroom	57 (11.5%)	52 (12.7%)	109 (12.0%)
6 Bedroom	4 (0.8%)	2 (0.5%)	6 (0.7%)
Total	497 (100.0%)	408 (100.0%)	905 (100.0%)

[1] The above figures represent units available for lease as of May 20, 1983.

Source: Housing Authority of the City of Houston, _Allen Parkway Village: Summary Report_, September 1982.

Table V-2.

Ethnic Composition of Allen Parkway Village 1976, 1980, and 1983

Year	% White	% Black	% Hispanic	% Indo-Chinese	% Total
1976[1]	26.0	66.0	3.0	5.0	100.0
1980[2]	10.9	45.8	2.3	41.0	100.0
1983[3]	6.9	33.1	2.0	58.3	100.0

[1] Project residents as of September, 1976.

[2] Project residents as of November, 1980.

[3] Project residents as of May, 1983.

Source: HACH, Allen Parkway Village: Summary Report, May 1983.

project's families are black. Blacks comprise nearly 72 percent of the project's disabled households.

Selected Tenant Characteristics

A demographic profile on the tenant population at Allen Parkway Village is presented in Table V-4. An analysis of these data is presented as follows:

Household Head. Female-headed households presently make up 51.5 percent of Allen Parkway Village households. This figure is down from the 57.8 percent recorded in 1980 and 81.5 percent in 1977.

Marital Status. Nearly two-thirds of the project's households are not married, with just over one-third (37 percent) married.

Household Income. One-third (32.5 percent) of the households had incomes of less han $2,000. However, the largest proportion of tenants had an annual income that ranged from $2,000 - $4,999 (or 47.7 percent). Only one-fifth (19.8 percent) of the households had incomes of $5,000 or more.

Source of Income. Over three-fourths (78.9 percent) of the households rely upon "just assistance" for their income source; just over 18 percent of the households rely solely on wages for their income source; and about 3 percent of the households use a combination of wages and assistance as their income source. The percentage of households with incomes at least partially from wages has risen from 10.8 percent in 1980 to 21.1 percent in 1983.

Age Distribution of Tenant Population. The most recent data on Allen Parkway Village reveal a total population of 2,617. Of this total, over 1,018 (38.7 percent) are pre-teens, i.e., children aged 0 - 12. The second largest group is the 13-19 year olds with 508 (or 19.4 percent) in this age range. The 20-61 age group is one-third (32.8 percent) of the tenant population; and persons 62 years or older are nearly 9 percent of the residents at the project.

Average Family Size and Rent Paid. The average family in Allen Parkway Village includes 3.62 persons. White families are the smallest (1.13 persons) and Indo-Chinese are the largest with 4.30 persons per family; the average black family included 2.95 persons and the average Hispanic family had 3.30 persons (see Table V-5).

The average rent paid by residents of Allen Parkway Village is $58.91. The highest average rent is paid by Hispanic families (97.38) and the lowest average rent is paid by Indo-Chinese families ($53.66).

Table V-4.

Selected Demographic Characteristics of Allen Parkway Village Households

Demographic Items	Number[1]	Percent
Sex of Household Head		
Male	343	48.9
Female	369	51.1
Marital Status		
Married	267	37.0
Not Married	455	63.0
Household Income		
$ 0 - $1,999	235	32.5
$ 2,000 - $4,999	344	47.7
$ 5,000 - $6,999	70	9.7
$ 7,000 - $9,999	55	7.6
$10,000 +	18	2.5
Source of Income		
Just Assistance	570	78.9
Just Wages	132	18.3
Both Wages and Assistance	20	2.8
Age Distribution[2]		
0-5	451	17.2
6-12	567	21.7
13-19	508	19.4
20-35	423	16.2
36-61	434	16.6
61 +	234	8.9

[1] These data are based upon a review of the project resident population on September 22, 1982. A total of 722 resident files were reviewed by the Housing Authority of the City of Houston (HACH) for tne analysis.

[2] The total resident population for this analysis was 2,617.

Source: HACH, Allen Parkway Village: Summary Report, September, 1982.

Table V-5.

Distribution of Average Household Size and Rent at Allen Parkway Village

Project Characteristics	All	White	Black	Hispanic	Indo-Chinese
Average Family Size	3.62	1.13	2.95	3.30	4.30
Average Rent	$58.91	$71.86	$63.14	$97.38	$53.66

Source: HACH, Allen Parkway Village: Summary Report, September 1982.

VI. LAND USE

This section of the report examines the characteristics of land use in the study area. The primary tool of this examination is a land use survey conducted for the project. The survey methodology is explained, followed by a presentation and analysis of area land use characteristics.

In reviewing the land use information it is useful to remain aware of the Census data on the area presented in Chapter IV. Below is a summary of some of the key data elements as they relate to area land use:

- From 1970 to 1980 study area population declined 7.7 percent from 7,448 to 6,874;
- Total housing units declined 12.1 percent, from 2,910 to 2,557;
- One hundred and four housing units were owner-occupied in 1980, only 4.7 percent of the total;
- Median value of owner-occupied housing in 1980 was $36,800, which is 74.9 percent of the city median; and
- The median contract rent was $77, only 30 percent of Houston's median.

The Land Use Survey

Documentation of Fourth Ward area land use was undertaken during May 1983. The beginning point of the documentation process was a first-and second-hand review of the Houston City Planning Department's 1980 land use maps for the Fourth Ward. A detailed windshield survey of the neighborhood then was conducted, with researchers determining the use of each building. During this windshield survey, researchers also evaluated building conditions, lot maintenance, and street conditions. Findings for all land use categories are discussed in the next section of this report under the heading of "Building Conditions."

Once land use information was obtained through the survey, it was transferred building by building to a "monumentation map" base. The following nine categories of land use were mapped as follows:

- Single-family/duplex residential.

- Multi-family residential (3 units or more).
- Commercial.
- Industrial.
- Institutional (publicly owned property, churches, and cemeteries).
- Open space.
- Surface parking.
- Vacant land.
- Vacant buildings.

Outside of the Allen Parkway Village public housing project, the most prevalent area land use is single-family residential. Duplexes are included in this category and according to the Houston City Planning Department's 1978 *Housing Analysis: Low-Moderate Income Areas*, approximately 15% of the structures included here in the "single-family" category actually were duplexes.

Densities

In spite of the prevalence of single-family and duplex structures, perhaps the most striking characteristic of Fourth Ward land use is the high density development pattern. The 1980 Census showed that the population density in the 296 acre study area was over 23 people per acre - the highest density in Harris County. These figures include Allen Parkway Village.

Several factors combine to reinforce the impression of high density. Most area streets are extremely narrow, and their 20-30 foot width makes it difficult for two cars to pass each other, even without cars parked on the streets. Buildings are located very close to the street and have minimal front yard and side yard building setbacks. The average lot is only about 30 feet wide. Lots are not well defined, particularly because so many secondary structures are located away from the street. These secondary structures generally are not auxiliary buildings (e.g., garage apartments) on a lot, but seem to have been intended as primary residential structures. Thus, the concept of a lot is lost. Access to the structures away from the street is usually quite poor, and this poses a substantial fire hazard for residents of these buildings and those nearby. Many secondary structures cannot be seen from the street and have no direct vehicular access.

Geographic Overview of the Area

The study area has strong boundaries or "edges" on its north (Allen Parkway/Buffalo Bayou) and east (Gulf Freeway) sides. While the western and southern edges are not quite so distinct, the character of local development does change markedly in the vicinity of Taft on the west and it changes somewhat less markedly at or near Webster to the south.

Allen Parkway Village (APV), bordered by both Allen Parkway and the Gulf Freeway, constitutes the northeastern portion of the study area. Access from the APV property to the south and west is very poor, since the local streets do not extend into the housing project. With the APV property beginning one block north of Dallas Street, the housing project is not visible from the Fourth Ward. Adjacent to APV, to the west, is San Felipe Park which has very limited facilities; residents of APV also have access to the recreation area along Buffalo Bayou by way of a pedestrian walkway over Allen Parkway.

The northwest portion of the study area, west of APV, is dominated by institutional land uses. A City of Houston maintenance facility, centered at Gillette near Dallas, is a major presence in this immediate area.

The city estimates its property holdings in this area at 13 to 15 acres. The land uses are very low intensity with much of the property housing parked city owned vehicles. Storage facilities, a gas station for city vehicles and a new Public Works Department administration building are also on this property. West of and adjacent to the city land is Jefferson Davis Hospital, administered by the Harris County Hospital District (HCHD). The HCHD property totals 13 acres and fronts on Allen Parkway. A small residential enclave, which is somewhat distinct from most of the Fourth Ward, is located north of Dallas and east of Taft. Its houses are located on a short dead end street, bounded on the north by Jefferson Davis Hospital and on the south by the commercial buildings on Dallas. Most of the houses in this area are small but in fair to good condition. Just west of Taft and outside the study area is a concentration of single-family homes with extensive rehabilitation occurring.

The core of the study area is the heart of the Fourth Ward. For discussion purposes, this area is defined on the basis of a common street and block pattern which exists essentially from Taft to the Gulf Freeway and from Dallas at least to Webster, excluding the southeast corner of the study area, where the street pattern is distinctly different. Typical blocks are 250 feet by 200 feet. Throughout most of this core area, a consistent, though far from uniform land use pattern is evident. Small single family structures on narrow lots are the most common land use type. In many cases, these structures are being used, at least in part, for commercial purposes. Shotgun houses, often in rows, are very common in the area, as are duplexes. Extensive use is made of secondary structures as residences.

Multi-family structures are widely scattered through the area, as Figure VI-1 shows. Most Fourth Ward multi-family housing is in old two-story structures with three to four units in each. Only a few larger, standard type apartment complexes exist in the area.

Figure VI-1 indicates that commercial land uses also are scattered through the area, with some concentration of older, usually smaller commercial structures along Dallas, Gray, and Taft. Larger commercial structures are located on Webster, the area's southern edge. Throughout the area, many of the commercial buildings are vacant.

As Figure VI-2 shows, the area has a substantial amount of institutional land uses, particularly churches. The many churches are scattered through the center of the neighborhood, between Dallas and Cleveland and from Genesee to Buckner. Two historic cemeteries are located adjacent to each other on Dallas, between Wilson and Valentine. Many prominent Houstonians and Texans from the nineteenth century are buried at Founders' Cemetery. These include several leaders of the Texas War for Independence, as well as John Kirby Allen, one of Houston's founders. The adjacent Hebrew Cemetery chronicles aspects of the early years of Houston's Jewish community. The oldest grave dates to 1854. While both cemeteries have historic significance, neither is very accessible to the Fourth Ward and Houston communities currently.

With their high visibility from Dallas Street, the two cemeteries contribute toward a needed feeling of open space. Throughout the residential neighborhood, with its high densities, little open space exists between buildings. Most residents do not have functional yards for recreation.

Two city-operated parks are located in the area. San Felipe Park covers a 2.6 acre site west of APV. Wiley Park includes one city block at Gillette and Cleveland, in the center of the Fourth Ward. Directly southeast of Wiley Park is a full city block that is vacant and is used for recreation; the property is not a city park and has no recreational facilities, but it is being maintained by someone. Many vacant parcels of land are located in the area, but as the discussion that follows points out, most of the vacant lots are certainly not an asset to the community.

Figure VI-1

Multi-Family and Commercial Land Uses

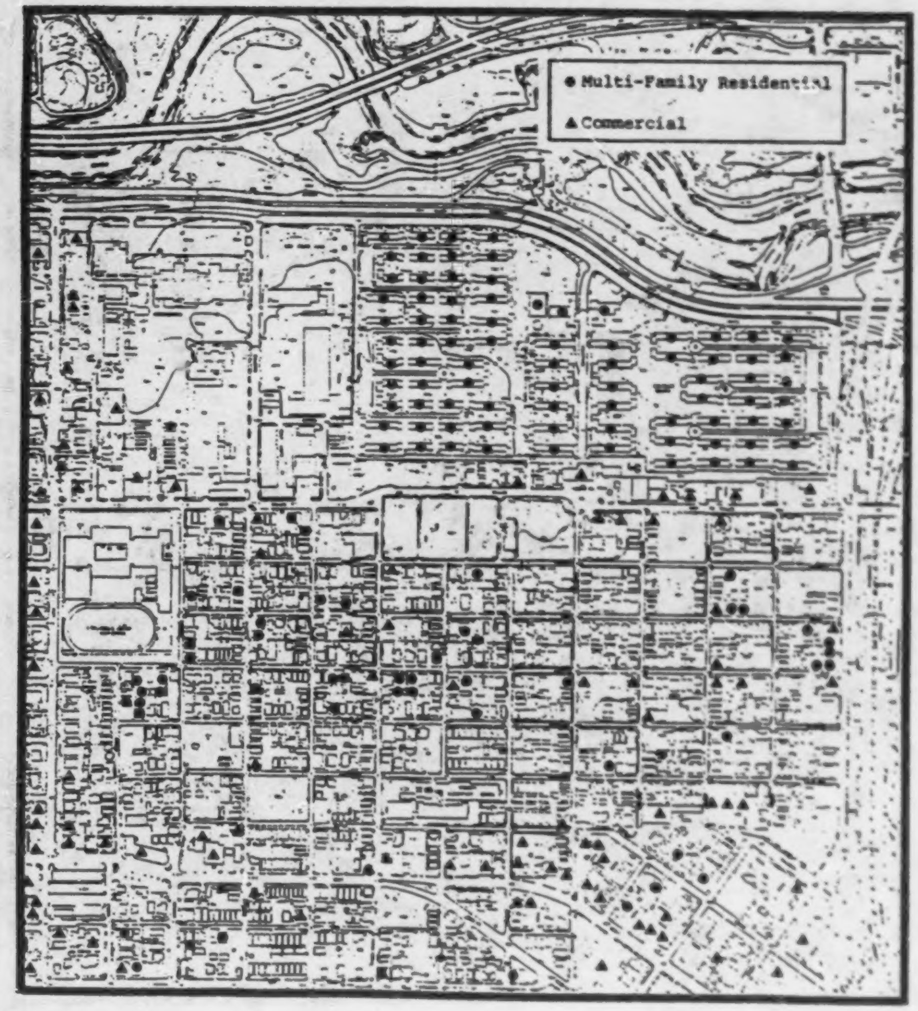
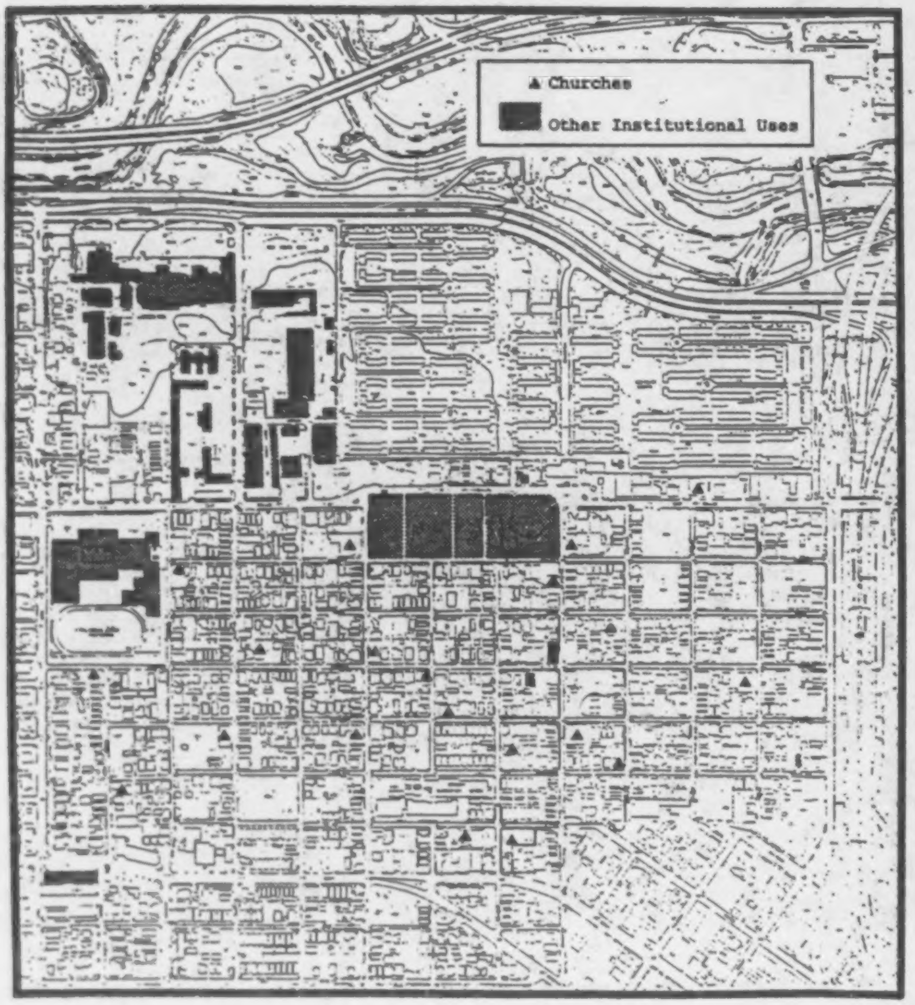

● Multi-Family Residential
▲ Commercial

Figure VI-2

Institutional Land Uses


▲ Churches
▨ Other Institutional Uses

With two key properties in this small neighborhood, the Houston Independent School District has a major role in the area. The Gregory-Lincoln Center has a kindergarten through 8th grade enrollment. This school, which until 1980 accommodated junior high students, covers the equivalent of six city blocks. The now vacant Gregory Elementary School stands on a two block site in the south central part of the Fourth Ward.

The southeast portion of the area is separated from the central part by a different street pattern which is an extension of the central business district. Block sizes are larger, as are lot sizes. Current land use in the southeast section is dominated by Bland Cadillac, which extends its commercial activities over several blocks. As commercial uses grow in area coverage, this area comes to relate less to the Fourth Ward and more to the south Downtown area.

Vacant Land, Surface Parking, and Vacant Buildings

Figure VI-3 shows vacant land, surface parking and vacant buildings in the Fourth Ward, based on the May 1983 land use survey. In fact, within the Fourth Ward, vacant land is the second most prevalent land use following single-family residential. The base map used to present this and other information in this section shows each building that was in place in 1975 when the City of Houston surveyed the area. While many of the sites shown as vacant land or surface parking were also shown as being without buildings in 1975, a substantial number of additional structures have been removed since that time from sites then designated as these two land use categories. In some cases, old houses have been moved to sites that in 1975 were vacant. Because area streets are so narrow, it is difficult to move a home any distance, and it is likely that these houses were moved from nearby sites.

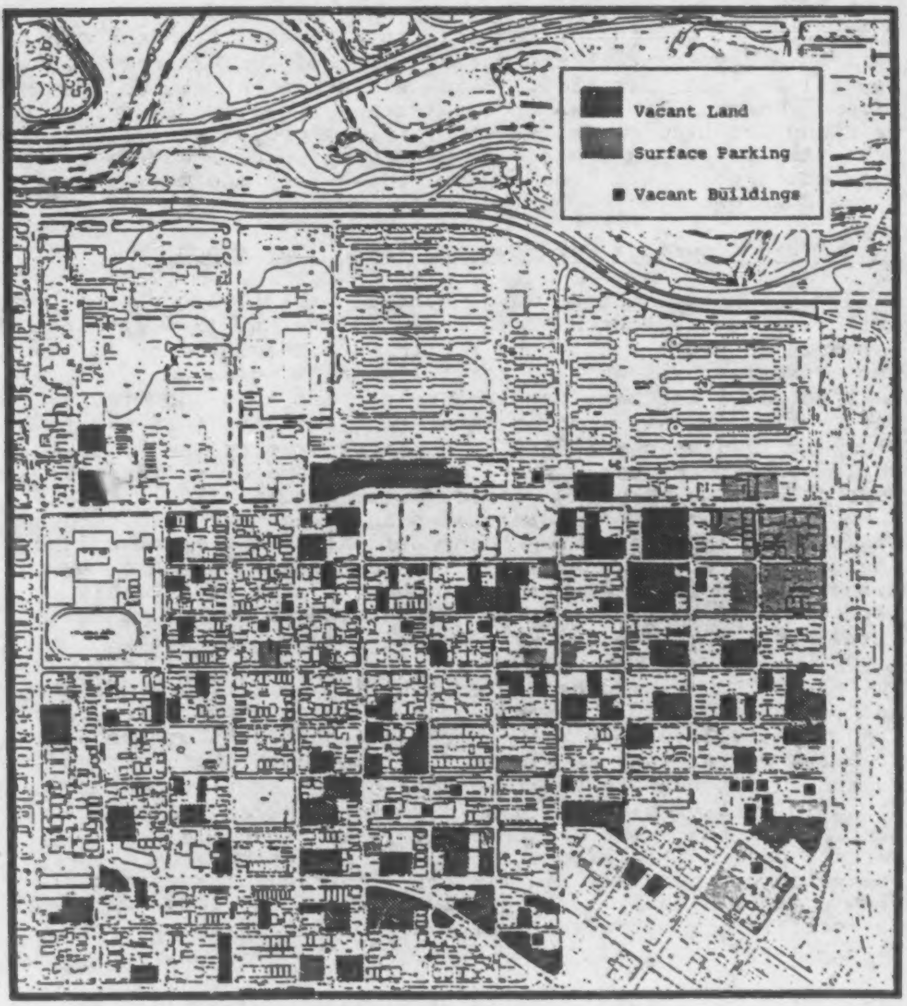
Surface parking is concentrated near the Gulf Freeway on the eastern edge of Fourth Ward. While a large amount of vacant land is also located within three or four blocks of the freeway, vacant land is widely distributed througnout the Fourth Ward. Near the western edge of the area, vacant land is found in smaller parcels than in the central and eastern sections of the ward. Concentrations of vacant land and surface parking facilitate assemblage of large parcels for redevelopment purposes and minimize the risk of substantial displacement. Thus, based solely on these two land use categories, the potential for redevelopment in Fourth Ward is high.

Figure VI-3 also shows that several vacant buildings are scattered through the area. Most of the vacant residential structures are abandoned and either have been condemned or simply have boarded windows. Approximately ten such buildings are located on two blocks near Crosby and Cleveland Streets on the area's eastern edge. Near the center of Fourth Ward, Gregory School also stands vacant, as noted earlier.

Vacant land and buildings in the area tend to be very poorly maintained. Vacant land generally is very heavily overgrown and often is covered with debris. This maintenance situation clearly leads to fire and health hazards; it also results in a very negative community image.

Figure VI-3

Vacant Land, Surface Parking and Vacant Buildings



Vacant Land
Surface Parking
Vacant Buildings

VII. BUILDING CONDITIONS

As described in the Land Use section of this report, a windshield survey was conducted in May 1983 to ascertain building conditions, lot maintenance, and street conditions. The methodology of rating each of these situations is explained below, followed by a narrative and graphic description of the conditions for each category.

Building Condition Rating

During the survey, each building was given a code number to correspond to the building classifications determined by the surveyors using input from HUD and City of Houston criteria. The following is a breakdown of the code number, classification, and classification description.

1 Good

A structure that needs no more than routine maintenance. There are no structural problems with the building, and it needs only slight upkeep or very minor facial repairs. Such repairs would include trim painting, screen repair, or cleaning.

2+ Minor Non-Structural

This building has no structural problems, but requires some minor non-structural repair (minor enclosures repairs). These structures have a high feasibility for rehabilitation. The necessary repairs can be performed by a non-professional and might include: house painting, replacement of steps or floorboards, and minor roof or window repair.

2- Major Non-Structural

This is a building in need of extensive non-structural repairs and/or minor structural repairs. Rehabilitation of these buildings may be feasible, but will be relatively time and cost intensive. These repairs would require some professional skills. Examples of this rehabilitation would be replacement of roofing materials, replacement of siding, or replacement of doors/windows. Porch repairs which do not affect the structure itself also may be needed.

3 Major Structural

This is a building with structural damage. Although the building is habitable, it would require major repairs to assure safety. The feasibility of restoring this building is minimal due to the monetary and time investment required. Problems that are found in this building classification might be: collapsing roof, unlevel foundation, and rotted/damaged supports.

4 Unsound

This building is unsafe for occupancy. Structural damage to the building is extensive, and feasibility for reinvestment is nil (unless there is a special case of a high economic return on investment due to location or historic value of the building). These are buildings that have had fire damage, or have caved in walls, floors, or roofs.

In assessing the buildings while driving through the neighborhoods, specific factors were assessed to determine the ratings. If a building was occupied, there had to be visible signs of classification 4 type damage to give the building a 4 rating. Buildings that were condemned by the City of Houston were given a rating of 3 or 4, depending on the extent of noticeable damage.

Lot Maintenance and Street Condition Rating

Lot maintenance was assessed on a block by block basis. Each block was given a rating of good, fair, or poor according to the following criteria established by the research team using City of Houston input.

Good

This is a block that had apparent signs of attention and upkeep. All or almost all lots had been mowed/trimmed, trash was picked up, and there was no debris along curbs.

Fair

This is a block where a few lots have problems. There is a mix of good upkeep and lots that need attention. This includes cases where lots have light trash or debris, lawns needing to be mowed/trimmed, or vacant lots that had not been kept clear or mowed.

Poor

This is a block with noticeable trash, heavy refuse, and/or overgrowth on most of the lots. Most common in this category are lots which have old furniture lying in the front yard, or other large items of debris that appear not to have been picked up for some time.

Streets were assessed by two factors--surface conditions and curbs/drainage. Surface conditions were given a block by block rating of good, fair, or poor. A block which had been reasphalted, or was smooth with no potholes was given a rating of good. A block with a few potholes or that was slightly rough was given a rating of fair. A block with extensive potholes or extremely rough surface was given a rating of poor.

The second factor of curbs/drainage also was checked on a block by block basis. Blocks with curbs and gutters with successful water drainage were rated good. Blocks without curbs or drainage ditches and had drainage problems were rated poor.

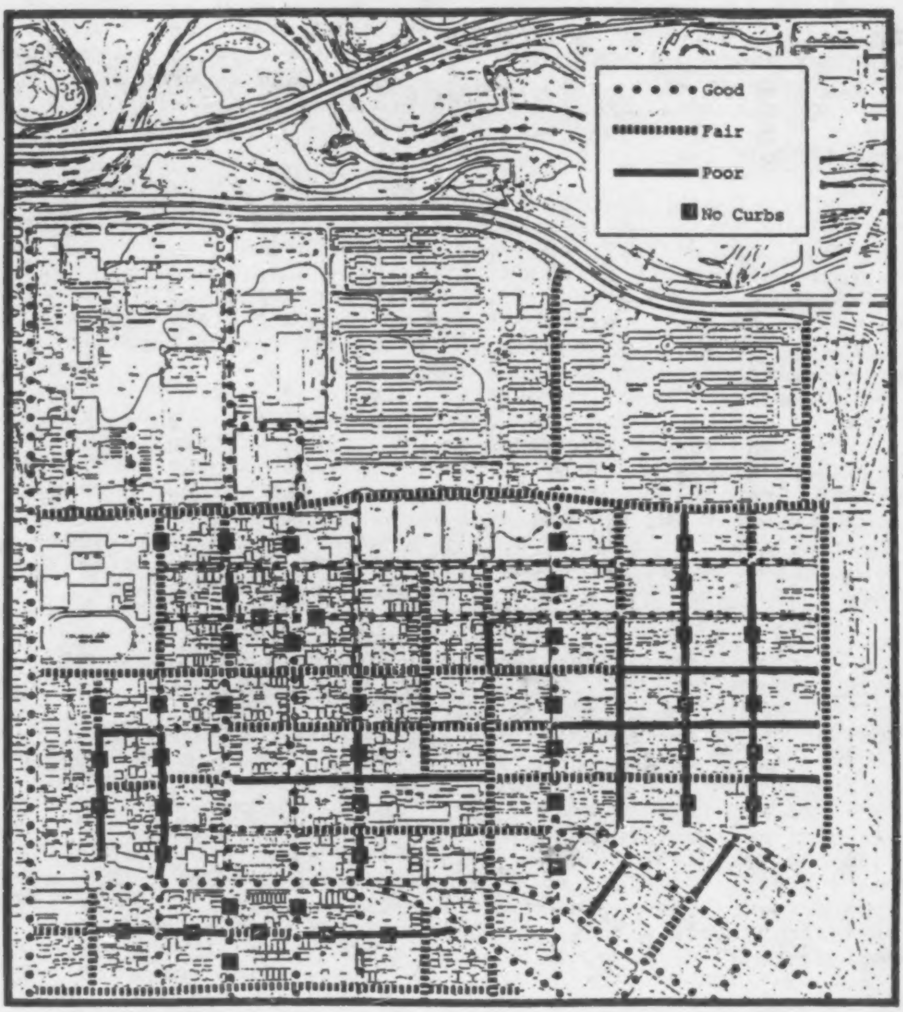
Street Conditions

Figure VII-1 depicts road surface conditions and shows streets that are without both curb and gutter facilities and open ditch drainage. In general, the condition of the local neighborhood streets was poor to fair. With the exception of one dead end block on Crosby, all the streets were passable, and there were few potholes that could cause damage to a car traveling at a conservative speed. However, many streets had no curbs, had poor drainage, and provided a bumpy ride. Most of the east/west streets had curbs, but only three of the eleven interior streets had curbs for more than two-thirds of their length. The worst local streets were those which appear to have been alleys at one time; they are located primarily north of West Gray in the southwestern part of the neighborhood; or they are brick streets which have been disturbed for utility repairs, and then patched with asphalt. Dissimilar paving materials produced very rough rides. Most of the interior streets that were in good condition had been resurfaced recently. The entire lengths of Bailey, Valentine, Saulnier, and Robin recently had been resurfaced. This resurfacing, however, did not include reconstruction or construction of curbs or drainage.

Most of the local streets were very narrow, ranging from about 18 feet to 22 feet in width. The lack of building setbacks severely restricted visibility at many of the neighborhood's corners. Traffic control appeared to be adequate, although it was difficult to assess which streets were to serve as collector streets. Several of the streets were being used for "backyard" car repair. All of the streets were providing some type of access to adjacent properties, and with the exception of those streets with vacant land or parking on both sides, most streets could not be abandoned without causing access problems. In some areas, there were several buildings located on what appeared to be alleys. In some of these cases, the condition of the street was so poor it was difficult to assess if these were private driveways or public streets, and thus who was responsible for their maintenance.

Figure VII-1

Road Surface Conditions



• • • • • Good
▪▪▪▪▪▪▪ Fair
——— Poor
■ No Curbs

Figure VII-2

Lot Maintenance

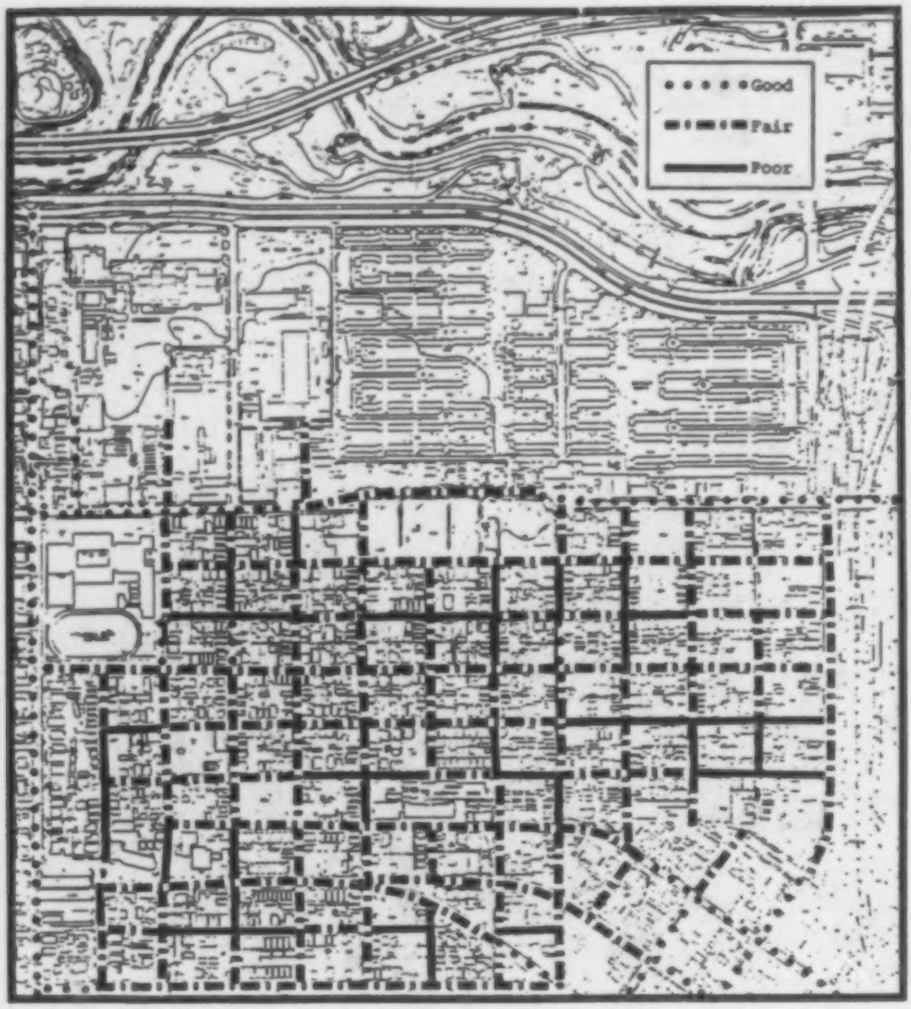
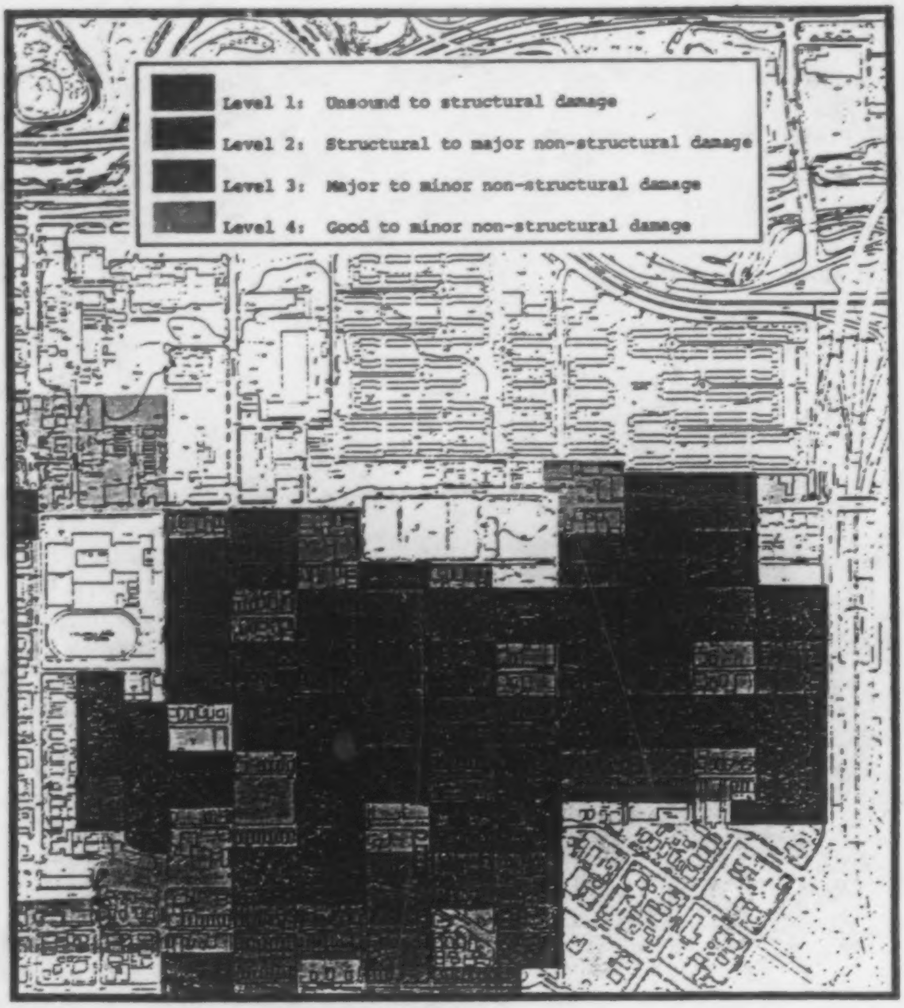

Good
Fair
Poor

Figure VII-3

Building Conditions Generalized by Block


Level 1: Unsound to structural damage
Level 2: Structural to major non-structural damage
Level 3: Major to minor non-structural damage
Level 4: Good to minor non-structural damage

The lack of building set backs on many streets also has created an undesirable effect. The lack of space for a lawn or landscaping has made it more difficult to give the block a well-maintained appearance.

Building Condition

The majority of the structures in the study area is made up of those requiring major non-structural repair (approximately 30 percent of all structures) and those requiring structural repairs (again about 30 percent of all structures). The rest of the structures were equally distributed among those needing only routine maintenance, those needing minor non-structural repairs, and those considered unsafe.

There is little discernible geographic pattern to building conditions. The structures along Taft and in the commercial area to the southeast were generally in good condition. The condition of the structures in the area east of Lincoln Junior High was somewhat better than in the rest of the residential portion of the neighborhood. There is a pocket of structurally damaged and unsafe buildings located at Cleveland and Crosby. All of these units were vacant.

Those buildings needing only minor non-structural repairs most often required trim work and porch repairs. Those needing major non-structural repair most often needed major siding repairs or new roofing.

Most of those structures needing structural repair had foundation problems. These buildings often were found in clusters, which may indicate contact points between dissimilar soils, or several buildings built by the same people who utilized an inadequate foundation system. Most of these foundation problems were not beyond inexpensive repair. Since the majority of the residential buildings in the neighborhood are pier and beam construction, in many cases the structural damage could be corrected with a set of house jacks and some minor pier repair. Roof damage was the next most common structural problem. Most of the damaged roofs appeared to be the result of rotting rafters.

Structures that were considered unsafe either had major roof problems, (i.e., the roof was falling into the house), or they had received major fire damage. Most of these structures were condemned, and only one or two appeared to be occupied.

There was evidence of recent demolitions. Several vacant lots appeared to have been recently cleared.

The most common non-structural problem in the neighborhood was the lack of paint on wood siding. In some cases, this merely was an aesthetic problem, generating only minor wood damage. But, in many cases, long term exposure of the wood to damp conditions (i.e., poor roof drainage, shady spots around foundations, ground contact, and porch overhangs) had resulted in rotting of the siding. Such buildings were rated as needing major nonstructural repairs.

The most common structural problem throughout the neighborhood was some type of damage to porches. In most cases, porch supports were not structural; therefore structural damage to a porch often had not caused structural damage to the main building.

Many of the unsafe buildings had been vandalized, and many were not boarded up against entry. There was, however, little evidence of vandalism of occupied buildings. There were several boarded up buildings which appeared to be structurally sound, but in need of major nonstructural repairs. The unsafe buildings in most cases did not appear to be having a tremendously adverse impact on the rest of the block. In some cases, unsafe structures were next to structures assessed as being in good condition.

There were several commercial buildings that recently had been renovated, but there was no evidence of major residential renovation.

Generalizing Building Conditions

Because a detailed mapping of building conditons showed no clear geographic patterns, it was necessary to create a generalized map of structural conditions to obtain a clearer reading of the Fourth Ward area. To develop this generalized map, a statistical analysis of building conditions was conducted and the results were mapped. First, a mean value of building quality was generated for each block by assigning values according to a zero to four scale:

0	Unsound (Level 4 originally)
1	Structural (Level 3)
2	Major non-structural (2-)
3	Minor non-structural (2+)
4	Good (1)

Blocks were defined according to street frontage, with both sides that front on one street being considered as a single block. Once all the mean values were determined, their statistical distribution was examined. Areas within the neighborhood which deviated from the overall character of the neighborhood were emphasized by creating four subgroups of building quality. These groups were determined using the distribution of each block's mean value and their deviation from a normal distribution. Each group represents a 25% confidence interval for a normal distribution with a mean of 1.89 and a standard deviation of 7.06.

Below is a breakdown of the data:

Mean = 1.89

Standard Deviation = 7.06

25% Confidence 1.89 ± .46

Level	Group Range	Frequency
1	0-1.4	14
2	1.5-1.9	46
3	2.0-2.4	26
4	2.5-4.0	19

On Figure VIII-3 each block is depicted on the basis of which of the four levels it falls into. The average range of structural conditions on each block is as follows:

- Level 1 - Unsound to structural damage;
- Level 2 - Structural to major non-structural damage;
- Level 3 - Major to minor non-structural damage;
- Level 4 - Minor non-structural damage to good condition.

As the data above and the map indicate, the largest portion of blocks falls into level 2 with many other blocks fitting into the level 3 classification. Thus, these two classifications make up over two-thirds of the blocks and most of those in the core of the Fourth Ward area. While it is inappropriate to generalize on the feasibility for housing rehabilitation based on these classifications, it is safe to say that rehabilitation would be relatively costly in a majority of the Fourth Ward. A judgement of the feasibility for rehabilitation in much of the area will depend largely on the range of choices the individual property owners in the area have and the value placed on maintaining the existing housing.

VIII. PROPERTY OWNERSHIP

The purpose of this chapter is two-fold. First, the Fourth Ward will be profiled in terms of property ownership and owner-occupancy. Then, those individuals and institutions that own multiple properties in the neighborhood are identified. These parties will play a major role in any revitalization or redevelopment plan.

This report summarizes and analyzes property ownership data from the City of Houston tax records as of December 31, 1982. Detailed ownership information for the study area is on file at the Housing Authority offices. It was difficult to determine property dimensions of many lots from the City data. Therefore, this analysis does not attempt to estimate the total square footage owned by key individuals.

An on-site survey of the neighborhood, conducted during June, 1983, showed that actual lot usage is quite different from the lot and tract layouts as listed in the City tax records. In most of the Fourth Ward there were approximately twice as many housing units as there were recorded lots or tracts. Thus, actual dwelling lots in the neighborhood are only 25 to 30 feet wide in most cases.

Owner - Occupancy

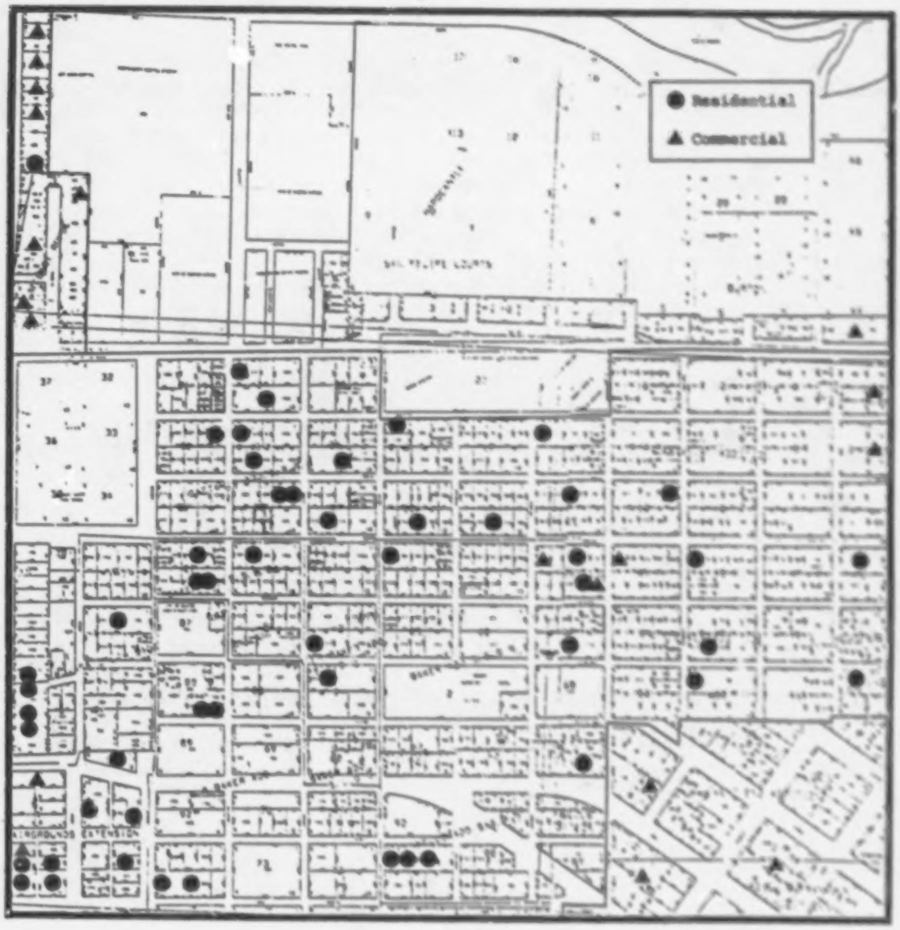
Data from the 1980 Census, as well as previous studies, have demonstrated that the overwhelming majority of residential property is absentee-owned (see Chapter IV). Analysis of tax records, combined with the property usage survey indicated that only 9% of residential lots surveyed in the study area are owner-occupied, as Table VIII-1 shows. Figure VIII-1 indicates that no major concentrations of residential owner-occupancy are discernible; throughout Fourth Ward renter occupied housing is predominant. Commercial property in the study area is 26.5% owner-operated, according to the tax records.

TABLE VIII-1
Owner-Occupancy, from Tax Records

Type of use	Total Units	Units Owner-Occupied	Percent Owner-Occupied
Residential	703	63	9.0
Commercial	147	39	26.5

Figure VIII-1

Owner-Occupancy


● Residential
▲ Commercial
SAN FELIPE COURTS
FAIRGROUNDS EXTENSION

It is important to note that the area's many churches should, in fact, be considered owner-occupants. Since there is no large core of resident houseowners, the neighborhood churches, through their ownership of property and their longstanding role in the Fourth Ward, will be vital to any area improvement effort.

Multiple Property Owners

Initial perusal of the ownership data revealed that a large number of individuals own two or more units of property. The researchers proceeded to identify those who own five or more units and then, ten or more. Including all 1090 residential, commercial, and vacant lots surveyed, 81.3% are owned by individuals and companies that hold five or more lots or tracts in the study area. Within Fourth Ward, multiple ownership is very prevalent south of Andrews, a street that cuts through the center of the neighborhood between West Dallas and West Gray Streets; multiple ownership is somewhat less concentrated north of Andrews.

A more limited group of entities own ten or more lots or tracts. The criteria of ten or more ownership units was selected since it represents one city block. Due to incompleteness of the tax records, it was not possible to determine the actual square footage of all property controlled by these major multiple property owners (referred to here as MMPO's).

Analysis of the data reveals that there are three types of private MMPO's: individuals, real estate development and investment companies, and commercial companies. Table VIII-2 lists the number of lots owned by each of the MMPO's by type and by property use.

Six individuals own a total of 157 lots, 114 of which are residential, with 36 vacant lots. Property owned by these individuals is spread throughout the section of the study area south of West Dallas Street. Five real estate development and investment companies own a total of 114 lots. Metropolitan Development and Real Estate owns just over half of these lots. Most of the property owned by these five companies is located south of Andrews Street. Combining the property owned by the six individuals and five development and investment companies, these eleven entities own 271 lots, or one-fourth of all privately held lots in the study area, according to City tax records. While a majority of the land owned by these 11 entities is residential rental property, 26 percent of their lots currently are vacant.

TABLE VIII-2

Major Multiple Property Owners (MMPO's)

Type/Name of Owner	# Lots	Type of Use Residential	Commercial	Vacant
Individual (Total)	157	114	7	36
D'Armata, Anna Marie	15	14	0	1
Fillippone, J.M. & Joseph	46	33	3	10
Solito, Mrs. Victor	11	10	0	1
Spata, Frank F.	36	28	1	7
Carona, Joseph V.	39	29	3	7
Gerber, Malcolm	10	0	0	10
Real Estate Development and Investment Companies (Total)	114	62	18	34
Metropolitan Development and Real state	59	42	2	15
Triad Properties	22	3	14	5
CPR Investment	13	7	2	4
G & G Properties	10	10	0	0
Fourth Ward Revitalization	10	0	0	10
Commercial (Total)	41	1	35	5
Bland Properties	16	1	15	0
Jolee, Inc.	13	0	10	3
Joe A. McDermott	12	0	10	2
Total Owned by Private MMPOs	312	177	60	75

These commercial proprietors own 41 lots. Most of this property is utilized for commercial activities in the northwest and southeast extremities of the study area.

Four public entities are key property owners based on the size of their holdings in the study area, as listed and described below:

- HACH owns the 37 plus acre site containing APV.
- The City of Houston Real Estate Department estimates that City property north of the West Dallas Street comprises 13 to 15 acres. An estimate of total city holdings in the study area was not available.
- Harris County Hospital District estimates that Jefferson Davis Hospital and related properties make up 13 acres.
- Houston Independent School District properties make up 16 acres in the areas south of West Dallas Street, according to the City tax records.

Publicly-owned land in the study area totals at least 79 acres, not including city holdings south of the West Dallas Street. Thus, 27 percent of the 296 acre study area is in public ownership. If all streets were subtracted from the 296 acres, it is reasonable to conclude that public sector entities actually control a percentage of the study area that is far in excess of the 27 percent figure.

Based on the information presented in this chapter, the four public sector entities, the six major individual property owners, and the five real estate development and investment companies all will have significant roles to play in a Fourth Ward revitalization or redevelopment effort.

IX. LAND VALUES

Area land values will have a strong impact on whether various development strategies are attractive or feasible approaches. Discussion of the value of the Allen Parkway Village site is definitely not intended as an appraisal of that property, nor should any estimate of value preempt the need for an appraisal. Discussion of market value issues regarding the APV site will help determine the tradeoffs involved between rehabilitating the project's housing units and marketing the property. The value of the APV site is the principal determinant of the amount of replacement housing possible as a result of sale or lease of the property.

Land values in Fourth Ward influence the feasibility of housing rehabilitation, the risk of gentrification, and the potential for redevelopment. In addition, the value of the APV site can be very important to the Fourth Ward community if HACH were to sell or lease the property. The higher the value of APV the greater HACH's potential leverage will be to influence the future of the Fourth Ward.

Data on area land values were gathered from various sources. Recent appraisal figures for the Jefferson Davis Hospital property were important in analyzing the value of the APV site. Property transaction records over the past three years were reviewed. Interviews were conducted with several real estate brokers who are or have been active in the Fourth Ward area and throughout Houston. Discussions with brokers were enlightening, particularly in revealing how varied land value concepts can be among people working in the area. Another source of information, used as background, was a review of previous research done on property values in the area.

Market value issues differ greatly between the APV property, owned by HACH, and Fourth Ward property, which is in greatly fragmented ownership. Because the two situations are so different, each is discussed separately. Included in the APV discussion will be mention of the two large adjacent sites owned by public entities -- the City of Houston and the Harris County Hospital District (HCHD).

Allen Parkway Village and Adjacent Public Properties

If it were available on the real estate market, Allen Parkway Village would be one of the most complex pieces of property in Houston. To say that estimates of the value of the APV property vary widely certainly would be an understatement. The property's value has never been tested in the market place, and no truly comparable properties exist in Houston, making judgement of its value difficult at best. Many of the APV site's assets and liabilities are summarized in Table IX-1, which follows. The 37 plus acre property is one of a kind -- a large site located immediately adjacent to downtown Houston, but separate from the CBD. Access is good from Allen Parkway and the Gulf Freeway. The view of Buffalo Bayou and the CBD make high rise development a very attractive possibility on the site. Observers note all these factors in deriving relatively high estimates of the value of the APV property.

Among the adverse impacts on the property's value are its location at the edge of Fourth Ward, a community with a negative development image. Infrastructure improvement needs and demolition costs also are mentioned consistently as factors which would reduce the potential price of the property. It is important to note that the liabilities can be partially mitigated through adoption of a coherent, comprehensive development program for the study area.

TABLE IX-1
Allen Parkway Village Property:
Assets and Liabilities

ASSETS	LIABILITIES
o Very large site - 37 acres	o Proximity to and negative image of Fourth Ward
o Single ownership	o Potential public opposition to redevelopment
o Excellent location next to CBD	o Need for infrastructure improvements
o Access from Allen Parkway and Gulf Freeway	o Demolition costs
o Visibility from Allen Parkway (and to a lesser extent, Gulf Freeway)	o Soft current real estate market/absorption of large parcel of land could be difficult.
o Access to and view of Buffalo Bayou	
o Potential for private/public cooperation	

Perhaps the factor that would depress the value of the APV site the most would be current (1983) market conditions. If APV were to come on the market at this writing, with high residential and office vacancy rates, its value and indeed its marketability would be adversely affected. But the assumption here is that it would be 1-2 years before the site reached the market and that real estate conditions would have improved somewhat by that time.

The question of what property transactions might be used for comparisons served as a good indicator of attitudes toward the potential of the APV site. Those with the greatest misgivings about the site looked to medium density residential properties in nearby neighborhoods for comparable sales information.

Others who are more excited about the site's potential pointed to office development sites in the CBD or large mixed use sites near the Galleria. When the real estate market was stronger, in 1982 a record $750/square foot price was reached for the Federal Land Bank site in the CBD, a full block parcel across from the Public Library. Another prime downtown block now containing the Lamar Hotel, sold for $425. Other prime available CBD sites are valued well under $400 presently. A recent sale of nearly one square block in the north end of downtown brought approximately $80 per square foot. Well-located large tracts in the Galleria area are valued in the range of $60 to $100.

While it is helpful to review all of these land value figures in assessing the value of APV, clearly there are no comparable properties.

Many observers state that if the APV were to be redeveloped, its "highest and best use" would be primarily as high density residential, and others see it as a logical extension of the CBD's office development. While an oversupply of high rise condominium units is currently on the market in Houston, many of those units are said to have been built with the expectation of purchase by wealthy Mexican nationals, most of whom can no longer do so. With its location next to the CBD, the APV property would be unique among large residential sites in that its potential market would include a substantial number of people who work in central Houston. The site could have considerable commercial potential if and when the office market recovers from its current slump and if infrastructure were upgraded. The 37 plus acre size of the property makes some mix of office and retail uses also potentially feasible.

Utilizing an assumption that the property's "highest and best use" was indeed high density residential, The Thomas Bearden Company carried out an appraisal of the site in January 1978 for the Housing Authority. Using a "cost of development" method of analysis, they appraised the property at $10 million, or $6.20 per square foot. The Housing Authority has disputed the accuracy this figure strongly. The research team, in its analysis, finds the Bearden figure to be on the extreme low end of the scale when weighed against the opinions of other informed observers and market conditions. At the opposite extreme is an unsubstantiated figure quoted in a May 18, 1983 Houston Post article. The Post estimated the value of the APV site at $700 million, which is equivalent to $433 per square foot.

Since the APV property is unique and because its value has not been tested in the marketplace, it is not unexpected that opinions on its value would be diverse. However, the range of estimates is startling. Below, the widely varying views of various brokers on the value of the APV property are listed and paraphrased:

- right now, $55-65 per square foot ($88-104 million)... the consensus of three or four developers who had been discussing APV... would be $65 or a little more if the market for high density development weren't so soft;
- maybe $30 per square foot ($48 million) now... probably would have been a lot more two years ago;
- a conservative estimate: $30 - 50 per square foot ($48-80 million);
- couldn't state a figure, but suggested using key CBD sites as comparables, subtracting from the prices somewhat;
- $50-75 per square foot ($80-120 million) a few years ago...perhaps $75-100 ($120-160 million) now;
- wouldn't be at all surprised if it went for $100 per square foot ($160 million) if the city were prepared to offer infrastructure improvements...but the price could be even higher;
- $20-30 per square foot ($32-48 million)...people mentioning figures in the $60 range are "out of their minds."
- "in the range of $100" ($160 million).

Perhaps the most useful information in helping to gauge APV's value comes from a preliminary appraisal recently done for the Jefferson Davis Hospital property. This site covers 13 acres just west of APV, facing Allen Parkway. According to the Harris County Hospital District, this site appraised at $24 to $26 million, which computes to approximately $42 to $46 per square foot (say $45). While the hospital property would be appealing, the APV site has several advantages that make it more valuable: APV covers nearly three times the area (37 acres to 13 acres), it is immediately adjacent to the CBD, it is visible from I-45, and it has more frontage on Allen Parkway. In addition, demolition of buildings on the hospital site will be costly.

Thus, if the hospital property appraisal of about $45 per square foot is reasonably accurate, the APV site should be worth substantially more.

The clearest way to estimate a value for the 13 to 15 acre City of Houston property is to compare it with the adjacent properties -- APV and Jefferson Davis Hospital. The City's property:

- would be of relatively limited value without the disposition of APV or the hospital because of its location between the two;
- would be considered greatly underutilized if either of the two neighboring properties were to move toward redevelopment;
- would be valued somewhat lower than APV if that property were sold or leased;
- would be valued somewhat higher than the hospital site if all three were to be redeveloped since it is adjacent to APV; and
- would be valued somewhat lower than the hospital if that site were redeveloped but if APV remained as public housing.

Since the value of the city property is so dependent on what happens to the neighboring tracts, variable estimates apply:

- with sale or lease of the APV property, assume that the value of the City property would be increased with APV and the city property becoming equally valuable;
- with retention of APV as public housing and sale or lease of the hospital assume that the value for the City land would be less than the value for Jefferson Davis Hospital.

The discussion of the value of the publicly-owned properties assumes that each transaction is executed separately. The discussion of land values, again, is not intended as a substitute for appraisal data; the discussion has been conducted to assist the research team in its analysis and in determining a planning strategy for the study area.

Fourth Ward Area

Nearly all property transactions in the Fourth Ward are for speculative purposes. Prices reflect land values, with improvements being judged to contribute little to the price. Table IX-2 lists recent property transactions in the study area; each location is shown on Figure IX-1. Prices shown for larger parcels are generally averages of several related sales.

TABLE IX-2

Fourth Ward Area: Recent Property Transactions

Date Sold	Location	Size in Square Feet	Price per Square Foot
1. 5/81	Various 4th Ward tracts	194,595	$ 5.50
2. 10/81	Crosby and Cleveland	20,000	$10.50
3. N/A	Arthur and Cleveland	35,000	$10.00
4. Early '82	Heiner and Cleveland	20,900	$13.00
5. 6/82	W. Gray and Valentine	56,000	$15.93
6. 11/82	Webster and Bailey	27,484	$ 6.50
7. 1/83	W. Gray and Cushing	22,000	$10.00
8. 3/83	Webster and Matthews	86,014	$15.00

As the map indicates below, most recent transactions have been either south of Gray or within two blocks of the Gulf Freeway. Property ownership within the central, residential sections of the Fourth Ward has been relatively stable, with few recent sales of note.

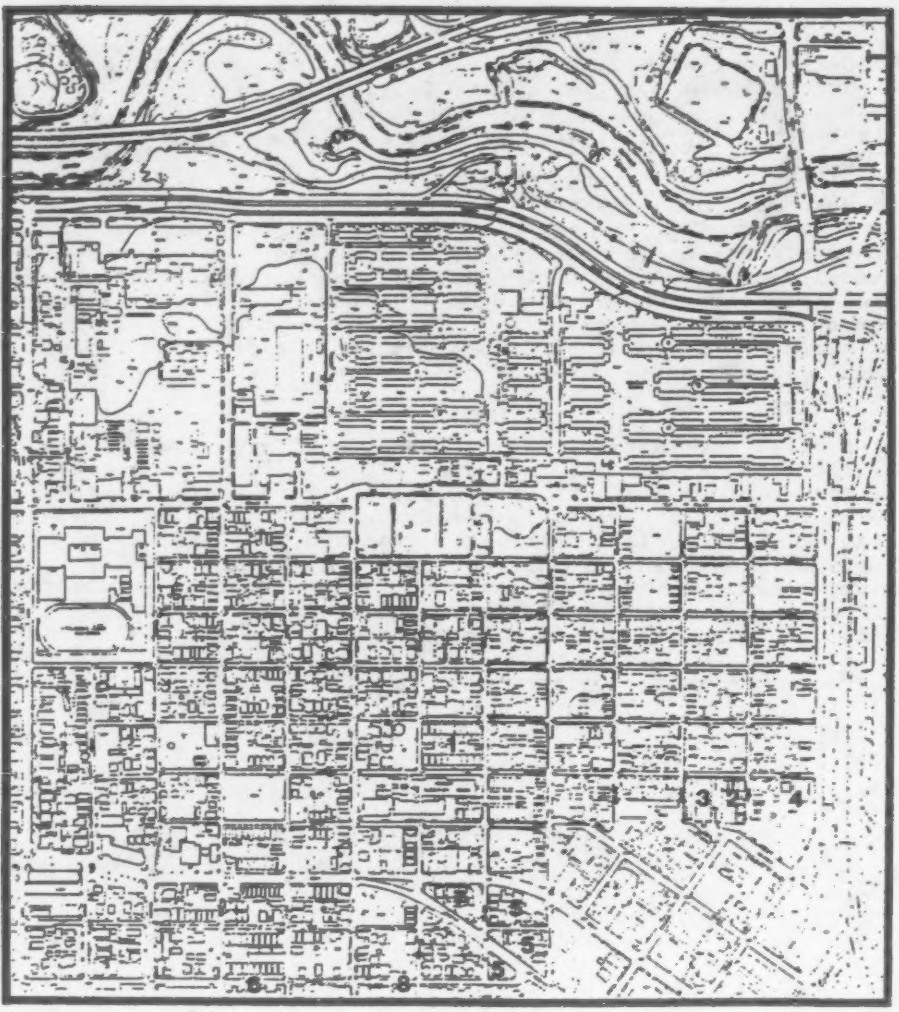
In the central Fourth Ward most land is privately owned. Due in part to the extremely narrow lots in the area, property ownership is quite fragmented. The value of land in the Fourth Ward is adversely affected by the perception of a great need for infrastructure improvements which would make redevelopment costs high. Current building conditions and the area's image are other factors which certainly depress land values. Where there is a single street configuration and similar infrastructure in the Fourth Ward, land values should be comparable, except where one or more of the following land value determinants exist:

- large parcel of contiguous land, preferably one city block or larger;
- location of an arterial street, i.e., Dallas, Gray, part of Webster, or Heiner, which is the freeway feeder road;
- proximity to downtown Houston, in certain areas.

In each of the above cases, values would be higher than elsehwere in the area.

Figure IX-1

Recent Property Transactions


1
3
2
4
7
5
5
5
6
8

Individual lots in the interior of the Ward may sell for as little as $5 or $6 per square foot. Larger parcels range from $8 to $15, depending upon the presence of the determinants listed above. The highest prices are brought by properties with the best access and by well-packaged proposals presenting few encumbrances to development. Typically, as $8 to $10 per square foot range would hold for interior parcels, while prices would be from $10 to $15 on arterials.

Presently one broker is listing several area properties at a blanket price of $18 per square foot. The listings have just been established and no sales have been recorded yet. It is likely that any sales will be several dollars below the $18 figure.

Because most prices are speculatively based, brokers cite factors that indicate any sign of permanence as sources of concern. While owner-occupancy is low, most who fit that description have been in the area for many years. Some brokers feel that those owners would be resistant to selling, except perhaps at a very high price. The area's numerous churches are mentioned as factors that might depress the price of adjacent land, since, in the words of one broker, "they may be there forever."

Land value determinants are different in the southeast corner of the study area. There, the street pattern is an extension of the downtown grid, and block sizes and lots are larger than in central Fourth Ward. As one travels southeast on Webster, Gray, or Pierce, land values are less and less influenced by the Fourth Ward and are increasingly impacted by the CBD. Only a few blocks southeast of the study area, property values reach $25-35 per square foot as a result of location on streets that extend directly to and from downtown.

X. ALLEN PARKWAY VILLAGE PHYSICAL CONDITIONS/COST ANALYSIS

Allen Parkway Village was originally to be built in one phase consisting of 1,000 units under the low rent public housing program, pursuant to the Housing Act of 1937, as amended. Originally known as San Felipe Courts, Allen Parkway Village (APV) was built in two stages. The first stage (TEX. 5-4) consisted of 564 units which was completed in 1942, the remaining 436 units (TEX. 5-7) were complted in 1944. Table X-I shows the original unit breakdown of the project and its current mix of units.

TABLE X-1 Allen Parkway Village: Unit Prices, 1944/1983

	1944 Breakdown	1983 Breakdown	Present Occupancy	
Unit Size	No. of Units	No. of Units	Family Units	Elderly Units
1 Bedroom	376	301	134	92
2 Bedrooms	352	312	112	95
3 Bedrooms	188	176	157	0
4 Bedrooms	84	110	101	0
5 Bedrooms	0	0	0	
6 Bedrooms	0	6	5	0
TOTAL	1,000	905*	509	187

*Balance of Units (95) not available for residential occupancy.

Since the original construction of APV, and in particular since the 1960s, the physical condition of the project began to deteriorate rapidly. In addition, occupancy patterns in the project have changed dramatically over the past ten years. In the early 1970s the Housing Authority of the City of Houston attained approval from the Department of Housing and Urban Development (HUD) to reclassify a portion of the units (the Blue Bonnet section) specifically for elderly residents. Currently, 27 percent of APV's total units are for elderly residents. In addition, the Authority also took steps to increase the size of certain units by combining smaller units to make one larger new unit. Table X-1 indicates that APV has more four bedroom units now than it did in 1944 and that six bedroom units are now part of the project.

Since the mid 1970s the Housing Authority as well as other effected agencies have prepared numerous studies to determine the best course of action for rehabilitating APV. Unfortunately, none of the studies resulted in any substantial commitment to rehabilitating Allen Parkway Village. In addition, the United States HUD has not been willing to commit adequate funds to carry out a substantial and sufficient rehabilitation program. Thus, APV's physical condition has been permitted to deteriorate and occupancy types at the project have undergone drastic changes. As a result, HACH now is faced with the necessity of evaluating the existing conditions and taking a final position on the best way to resolve the situation. It is interesting to note that these same issues were analyzed by the Housing Authority in 1978; however, since then the agency has not been able to reach a viable solution.

A close inspection of the property indicates that the project has deteriorated to the point where it is necessary to completely rehabilitate the project. In essence the complete physical plant of the project and its environs require substantial upgrading. Listed below is a critique of the existing conditions prevalent at the project level.

A. Site conditions indicate that the present infrastructure and utilities will have to be replaced with new facilities. Constant problems arise with sewer back-ups as well as continued breaks in water lines. Existing roadways, curbs, and sidewalks are in complete disrepair and will have to be redesigned and reinstalled. In addition, the existing water, storm, and sanitary systems are inadequate and antiquated and therefore will have to be replaced. In essense, it will be necessary to install all new facilties.

B. The existing condition of the buildings themselves can be classified into two basic categories: the first being that portion of the project which houses family residents and the other portion of the project which houses the elderly residents of the project. The units housing families will require complete rehabilitation. At the present time wooden entrance doors and steel frame single pane windows are either inadequate, broken, or nonexistent; floor coverings are in need of complete replacement; and bathrooms and kitchen fixtures and equipment are totally inadequate and antiquated. The roof system will have to be completely replaced. It is necessary to scrape and replaster and/or resheetrock all existing walls and ceilings in the apartments themselves due to their poor condition and the existence of lead based paint. In addition, existing electrical and plumbing systems are in poor condition and are inadequate. As a result, potentially dangerous conditions exist at the project today. The existing heating and ventilation systems are either inadequate or nonexistent. During our recent inspection it was found that some apartments will require redesign due to poor layout, functional obsolesence, and inadequate ingress and egress. New equipment to ensure fire safety and energy efficiency also are needed greatly. The exteriors of all buildings are in need of repair, due both to energy inefficiency as well as the need to halt water seepage through the exterior brick walls. At the present time, the existing landscaping leaves a lot to be desired and accordingly, the entire project will have to be relandscaped.

There also exists within the family project area a day care center which would require substantial upgrading or replacement. The facility was originally a residential building and was converted to its present use.

C. The elderly portion of the project raises more serious questions as to the livability of the second and third floors, since at the present time these are walk-up units. Elderly residents are required to walk to second floors within this portion of the project. Since no elevators exist, many apartments on the second and third floors remain vacant at the present time and will not be suitable for elderly residents. Accordingly, in order to make this portion of the project livable, elevators would have to be installed; however, the existing design and layout of the buildings makes this almost an impossibility from a design and cost perspective, as well as an aesthetic perspective. But even if it were possible to resolve the elevator issue, all of the required installations for the family units would be required in the elderly units. Elderly residents would need additional equipment over and above that required for the family units, such as specially designed bathrooms, ramps, and other installations required for the elderly and/or handicapped.

D. In addition to the residential portion of the project there are also administration and community buildings. The community building at the present time is in need of substantial rehabilitation. It requires a new roof, new mechanical systems, wall and ceiling refinishing, floor refinishing, exterior improvements, and upgrading of all interior facilities.

The above gives a descriptive narrative of the conditions that exist at the project level and the general types of improvements that will be required to upgrade the livability of the project. The research team analyzed various scenarios in terms of the cost of rehabilitation. In order to more clearly delineate the costs, attached hereto is "Exhibit A," which provides a detailed cost estimate for rehabilitating the entire project, including the upgrading of those units specifically occupied by elderly residents (first floor units only). As Exhibit A shows, costs for rehabilitating the entire project would approximate $32 million.

The research team then looked at the possibility of partially rehabilitating the project; this would involve rehabing portions of APV while removing other portions. It is important to note that certain improvement costs will remain constant, including utility and infrastructure improvements, streets, roads and walks, landscaping and site furnishings, security lighting, and costs to upgrade the administration and community building. The assumptions are that 600 units are retained, that HACH removes those units occupied by elderly residents, and removes certain buildings in the family portions. Attached is "Exhibit B" which delineates the costs of rehabilitation if the project were reduced in size to 600 units. The costs of this partial rehabilitation would amount to approximately $22.1 million. It is possible to create numerous scenarios showing various numbers of units and/or buildings to be rehabilitated. However, based upon the two attached exhibits, one can readily make many judgments regarding rehabilitation costs and the effects upon the project. It should be noted, however, that as the size of the project is reduced, cost effectiveness declines also, and as a result, the cost on a per dwelling unit basis increases. In addition, from a design and livability point of view, it is almost impossible to rehabilitate any buildings strictly for the elderly.

It should be recognized that the analysis of rehabilitation costs does not include what is normally construed as a "true" rehabilitation cost. Since the Housing Authority of the City of Houston operates under the auspices of HUD by and through the Housing Act of 1937 as amended, there are other costs which should be added to the hard costs of rehabilitating Allen Parkway Village. The added costs include the interest charges during the time of rehabilitation. In addition, there is the cost of financing the construction loan and permanent loan (i.e., underwriter fees, bond counsel, etc.) which are paid for by HUD. Assuming an 8 percent construction interest for two years, it is clear that the true rehabilitation costs are in excess of those costs outlined on Exhibits A and B. In order to more clearly define the true costs, attached is "Exhibit C" which adds in other costs associated with a project of this magnitude.

Although substantial rehabilitation of the project under any given scenario would improve the quality and condition of dwelling units and facilities, these improvements (depending upon the ultimate configuration of the site in terms of the number of dwelling units to be rehabilitated) may not be adequate to ensure that Allen Parkway Village will be a viable ongoing project. It must be recognized that due to the existing site configuration and site design, full rehabilitation of the project will not be a viable solution unto itself. In addition, the building design is not conducive to elderly housing from a structural point of view.

The research team has investigated alternative funding methods and sources for rehabilitating APV. Due to the large amount of money required, funds from philanthropic sources or community-oriented programs other than HUD would be far from sufficient. HUD allocated $10 million to HACH in 1978 for repairs at APV, of which approximately $7.5 million still appears to be available. However, HUD has not allowed any expenditures of these funds until HACH makes a final determination on whether rehabilitation of APV is the most feasible approach. Clearly, based on this analysis $7.5 million is only a fraction of the amount needed to rehabilitate APV effectively.

EXHIBIT A

REHABILITATION COST ESTIMATE (ALL UNITS)

PROJECT TX 5-4 & 7
Allen Parkway Village
Houston, Texas

DEMOLITION:

Includes removal of site utilities, paving, curbs, fencing, walls, trees, building interiors, fixtures, doors, windows, roofs, etc.

Interior @ $350 per unit = $ 350,000
Site @ $3.30 per sq. yd. = $ 96,450

UTILITIES SITEWORK:

Includes sewers, water, gas, underground electric, by-pass meters, switching cubicles, conduit, manholes, catch basins, stop boxes, valves, hydrants, sprinklers, excavation and backfill.

18" storm system = $ 155,300
12" - 8" sanitary system = $ 299,000
6" - 1¼" water system = $ 266,700
4" - 1¼" gas system = $ 214,000
Underground electric = $ 401,240
Excavation and backfill = $ 50,000

STREETS, ROADS AND WALKS:

Includes re-surfacing and repairing streets, construction of new services drives, curbs, sidewalks, parking aprons, etc. = $ 551,620

LANDSCAPE AND SITE FURNISHINGS:

Includes trees, shrubs, planters, sod, finish grade, seeding, play equipment, benches, pavilion, Bar-B-Que grills, picnic tables and bench seats, fencing, special jogging trail and skate pavement, signs, etc. = $ 370,000

SECURITY LIGHTING:

Includes 10 high-pressure sodium fixtures per acre plus building flood lamps and pavilion flood lamps. = $ 780,000

BUILDING EXTERIOR REHAB:

Includes new exterior facade, thermal windows, insulated metal clad doors, steel jamps, security door and window screens, handicap ramps and safety rails, new roofs and roof framing, steel grates and crawl space entries, meter bank housing, etc.

$9,500 per unit	=	$ 9,500,000

BUILDING INTERIOR REHAB:

Includes re-wiring to 100 amp services, new plumbing and fixtures, new HVAC systems, interior doors, new bathroom and kitchen fixtures, plastering and sheetrock, floor and wall tile, handicap safety features, fire safety features, kitchen and bathroom ventilation systems, painting, decorating and energy efficient design of systems, and dwelling equipment.

$12,500 per unit	=	$ 12,500,000

ADMINISTRATION AND COMMUNITY BUILDING REHAB:

Includes new facade, roofs, handicap access, interior remodeling, fixtures, equipment, etc.	=	$ 1,350,000

Subtotal for Land and Buildings Improvements	$ 26,884,310
Builder's Overhead @ 2%	537,686
General Requirements @ 4%	1,075,372
Subtotal Construction	$ 28,497,368
Architectural, Engineering & Inspection	712,434
On-site Relocation & Contingency	1,424,868
Builder's Profit/Risk @ 5% on Sub-total for Land & Bldg. Only	1,344,215
TOTAL REHAB COST	$ 31,978,885
SAY	$ 32,000,000

It should be noted that although there are only 905 units designated for residential use, the costs of improvements for the other units (used as day care centers, etc.) will also require rehabilitation and therefore the estimates are based upon 1,000 units. Therefore, only 905 units will be rehabilitated for residential use.

EXHIBIT B

REHABILITATION COST ESTIMATE (PARTIAL)

PROJECT 5-4 & 7
Allen Parkway Village
Houston, Texas

DEMOLITION:

Includes removal of approximately 30 buildings comprising 400 units as well as site utilities, paving, curbs, fencing, walls, trees, building interiors, fixtures, doors, windows, etc.

Building demolition, 30 @ $12,000	=	$	360,000
Interior, 600 units @ $350	=	$	210,000
Site @ $3.30 per sq. yd.	=	$	96,450

UTILITIES SITEWORK:

Includes sewers, water, gas, underground electric, by-pass meters, switching cubicles, conduit, manholes, catch basins, stop boxes, valves, hydrants, sprinklers, excavation and backfill.

18" storm system	=	$	155,300
12" - 8" sanitary system	=	$	299,000
6" - 1¼" water system	=	$	266,700
4" - 1½ gas system	=	$	214,000
Underground electric	=	$	401,240
Excavation and backfill	=	$	50,000

STREETS, ROADS AND WALKS:

Includes re-surfacing and repairing streets, construction of new services drives, curbs, sidewalks, parking aprons, etc.	=	$	551,620

LANDSCAPE AND SITE FURNISHINGS:

Includes trees, shrubs, planters, sod, finish grade, seeding, play equipment, benches, pavilion, Bar-B-Que grills, picnic tables and bench seats, fencing; special jogging trail and skate pavement, signs, etc.	=	$	370,000

SECURITY LIGHTING:

Includes 10 high-pressure sodium fixtures per acre plus building flood lamps and pavilion flood lamps.	=	$	780,000

BUILDING EXTERIOR REHAB:

Includes new exterior facade, thermal windows, insulated metal clad doors, steel jamps, security door and window screens, handicap ramps and safety rails, new roofs and roof framing, steel grates and crawl space entries, meter bank housing, etc.

$9,500 per unit x 600 units = $ 5,700,000

BUILDING INTERIOR REHAB:

Includes re-wiring to 100 amp services, new plumbing and fixtures, new HVAC systems, interior doors, new kitchen fixtures, plastering, floor and wall tile, handicap safety features, fire safety features, kitchen and bathroom ventilation systems, painting, decorating and energy efficient design of systems, and dwelling equipment.

$12,500 per unit x 600 units = $ 7,500,000

ADMINISTRATION AND COMMUNITY BUILDING REHAB:

Includes new facade, roofs, handicap access, interior remodeling, fixtures, equipment, etc. $ 1,350,000

Subtotal for Land & Buildings Improvements	$ 18,304,310
Builder's Overhead @ 2%	366,086
General Requirements @ 4%	732,172
Subtotal Construction	$ 19,402,568
Architecture, Engineering & Inspection @ 2½%	457,607
Relocation Costs	250,000
Contingency @ 5%	970,128
Builder's Profit & Risk @ 5% on Subtotal for Land & Building Only	970,128
TOTAL REHAB COST	$ 22,050,043
SAY	$ 22,100,000

It should be noted that the above estimate provides for 600 units of residential housing. Additional funds will be required for day care centers, etc.

EXHIBIT C

TRUE REHABILITATION COST
Allen Parkway Villages
Project TX 5-4 & 7
Houston, Texas

TRUE COST ASSUMING ALL UNITS REHABILITATED

TOTAL REHABILITATION COST	$ 32,000,000
* Interproject relocation & tenant services	250,000
* HACH administration & supervision costs (2 years)	400,000
* Construction interest @ 8% on $17,500,000 for 2 years	2,800,000
* HUD financing costs - 2% of total costs above	709,000
TRUE REHABILITATION COST	$ 36,159,000
SAY	$ 36,200,000

TRUE COST ASSUMING PARTIAL REHAB

TOTAL REHABILITATION COST	$ 22,100,000
* Interproject relocation & tenant services	250,000
* HACH administration & supervision cost (2 years)	325,000
* Construction interest @ 8% on $11,400,000 for 2 years	1,824,000
* HUD financing costs - 2% of total costs above	489,980
TRUE REHABILITATION COST	$ 24,988,980
SAY	$ 25,000,000

XI. ALTERNATIVE DEVELOPMENT STRATEGIES FOR ALLEN PARKWAY VILLAGE

A fundamental premise of this research effort is that the Housing Authority of the City of Houston (HACH) cannot maintain the status quo at Allen Parkway Village. To explore HACH's possible future courses of action, the research team identified four alternatives with respect to Allen Parkway Village:

I - full rehabilitation

II - partial rehabilitation/selective demolition

III - full demolition.

Several variations on each of these alternatives are possible, particularly regarding the latter two. The research team determined that the only variations that are meaningful to review in detail relate to the full demolition option. Its two basic variations are:

IIIA - full demolition: HACH addresses the APV property by itself and does not attempt to apply any leverage gained from disposition of APV to influence future development on the site or elsewhere in the study area; and

IIIB - full demolition: HACH works to make the APV property part of a larger coordinated and comprehensive development program involving the site as well as the Fourth Ward.

The research team used these four alternatives (I, II, IIIA and IIIB) to create "scenarios;" i.e., from pursuing these four courses of action, alternative scenarios would result. Employing this report's information on Allen Parkway Village and on the Fourth Ward neighborhood, the research team identified several advantages and disadvantages likely to accrue from each scenario. These advantages and disadvantages are delineated in this section of the report.

In order to have a context for determining the advantages and disadvantages of each scenario, the research team identified the following criteria:

1. Improved quality of low income housing.

2. Maximum supply of low/moderate income housing.

3. Input of benefits to residents of Fourth Ward and APV.

4. Minimum relocation.
5. Leverageability for HACH.
6. Cost effectiveness to HACH.
7. Simplicity of approach.
8. Meeting the objectives of other public sector entities.
9. Maximizing access to social/cultural amenities in and around the study area.
10. Long term benefit to Houston.

A matrix relating the scenarios to the 10 criteria above appears after the delineation of advantages and disadvantages. The matrix provides a summary means for measuring each alternative against the criteria.

Scenario I: Full Rehabilitation

As detailed in Chapter X of this report, this option assumes full rehabilitation of all units, including the replacement of project infrastructure. Full rehabilitation provides for approximately 900 dwelling units with space for support facilities. Total project costs are assumed to be $36,200,000, or an average of approximately $36,200 per unit.

Advantages of Scenario I are:

- Maintains approximately 900 units of housing for low income people;
- Physically upgrades an existing delapidated housing project;
- Requires minimal permanent relocation, only within-project shifting during construction;
- Maintains federal operating subsidies;
- Meets certain stated needs of tenants; and
- Creates job opportunities during the construction phase.

Disadvantages of Scenario I are:

- Does not resolve basic site design flaws that make livability poor. These include:
  - high densities;
  - security concerns;
  - lack of open space;
  - poor traffic flow; and
  - shortage of parking.
- Does not resolve shortcomings related to units for elderly who have no elevators and must be dispersed through the project to live in first floor units. (This is detailed in Chapter X.) Thus, elderly and families are mixed;
- Requires a large expenditure of funds for little enhancement in livability;
- Maintains too large a concentration of public housing in one location;
- Impacts more heavily on public services since full occupancy is assumed;
- Requires adequate federal funding levels which may not flow in a sufficiently timely manner;
- Adding to or improving amenities surrounding the project (e.g., expanding San Felipe Park or adding commercial services on West Dallas) would not enhance the project's livability substantially due to the magnitude of site design flaws;
- Sacrifices HACH's direct leverage in assisting with the revitalization of the Fourth Ward. This subjects the community more completely to the forces of private development, removing most of the potential control it might exert over its future;
- Addresses APV essentially in a vacuum, without relating it to the adjacent neighborhood;
- Does little to break down a "barrier" between the neighborhood and APV, and in fact reinforces it; and
- Provides no development opportunities in which the community can participate.

Scenario II: Partial Rehabilitation/Partial Demolition

Alternative II assumes that 600 dwelling units plus the necessary community facilities are to be kept and fully rehabilitated. Thinning of other structures could occur in a number of possible ways. In any case, one assumption is that HACH would replace all 300 units which would be lost.

It may be possible to rehabilitate a section of APV and use a portion of the property for a new elderly housing project. However, this scenario does not provide for a way to generate additional income so that HACH can develop new housing. It also may be possible to use a portion of the APV property to generate income; but a site immediately adjacent to a still large public housing project would have limited private development desirability and thus limited income producing potential. The operating assumption for this scenario, then, is that APV will be thinned to 600 dwelling units without new construction. Rehabilitation assumptions are detailed in Chapter X and are the same as those for Option I, above, including replacement of project infrastructure. Total project costs are assumed to total $25 million, or an average of approximately $40,000 per unit, as detailed in Chapter X.

Advantages of Scenario II are:

- Maintains 600 units of housing for low income people;
- Physically upgrades a deteriorating housing project;
- Enhances livability to a degree;
- Requires minimal permanent relocation;
- Offers potential to improve traffic flow and parking;
- Offers a simple solution from the tenant perspective; and
- Creates job opportunities during the construction phase.

Disadvantages of Scenario II are:

- Does not resolve many of the basic flaws in the project's design that detract from livability;
- Requires mixing elderly and families within units, which is not desirable;
- Does not resolve security concerns;

- Causes some displacement, but requires mainly within-project movement during the construction phase since current occupied units total just over 600;
- Maintains a concentration of public housing that is still too large for one location;
- Requires high cost per unit for rehabilitation;
- May require high operating expenditures by HACH;
- Requires adequate federal funding levels and timely flow of funds, both of which are key concerns;
- Causes a loss in federal operating subsidies to HACH proportional to the reduction in the stock of public housing (until the 300 units can be replaced);
- Does not provide additional income to replace the 300 units;
- Sacrifices HACH's direct leverage in assisting with the revitalization of the Fourth Ward;
- Addresses APV essentially in a vacuum, without relating it to the adjacent neighbornood;
- Does little to break down a "barrier" between the neighborhood and APV and, in fact, reinforces it; and
- Provides no development opportunities in which the community can participate.

Scenario IIIA: Full Demolition/HACH Addresses APV by Itself

Scenario IIIA assumes that demolition will be phased, as will relocation, and that there will be a program for replacement housing. This option assumes that, for one reason or another, HACH eliminates APV without attempting to use any leverage it might have to influence future development on the site or in the adjacent neighborhood. Assumed land values are those enumerated in Chapter IX.

Advantages of Scenario IIIA are:

- Provides substantial financial gain with few strings;
- Provides ample funds to replace all housing units as a minimum;
- Offers a simple solution to a major problem, with a very streamlined decision process;

- Presents the potential for a substantial increase in tax revenues for all taxing jurisdictions;
- Delivers one large preassembled tract of real estate in Houston's core area;
- Eliminates a blighting influence on the area; and
- Provides the potential for attracting a planned, mixed-use development which may be supportive of the central business district and the neighborhood.

Disadvantages of Scenario IIIA are:

- Removes 900 units of public housing in Houston in the short term;
- Requires full scale relocation of residents;
- Requires a waiver from HUD;
- Causes elimination of the HUD operating subsidy to HACH attributable to APV in the short term;
- Generates probable negative impacts for the neighborhood without proper coordination between APV and the Fourth Ward;
- Disregards expressed neighborhood concerns, thus contributing to image problems of HACH, the City, and other public and private entities;
- Sacrifices HACH's leverage in assisting with the revitalization of the Fourth Ward;
- Removes the opportunity for community input in the development process and the potential for the community to share in economic advantages;
- May impede the development process for the APV property since the status of the neighborhood remains unresolved;
- Requires public infrastructure improvements to support future development but does nothing to make those improvements available; and
- May not be possible for the private sector real estate market by itself to support the economics for a large scale development on the APV site.

Scenario IIIB: Full Demolition with a Comprehensive Development Program Involving All Affected Parties

As with the previous scenario, IIIB assumes the phasing of both demolition and relocation, with a program for replacement housing. The basic assumption of scenario IIIB is that HACH would coordinate its efforts with all affected parties, including the City of Houston, Harris County Hospital District (HCHD), Houston Independent School District (HISD), APV residents, Fourth Ward residents, area property owners, and local institutions. Because so much of the Fourth Ward is absentee-owned, this scenario assumes that coordination among all the affected parties will be necessary to bring benefits to the neighborhood, and perhaps to avoid its gradual demise. This scenario does not assume any given development strategy aside from the requirement that it be comprehensive and coordinated. Assumed land values are those enumerated in Chapter IX.

Advantages of Scenario IIIB are:

- Offers a comprehensive solution to a complex problem;
- Provides substantial financial gain to HACH with some ongoing responsibilities in the neighborhood;
- Provides HACH with ample funds to replace all housing units as a minimum;
- Presents the potential for very substantial increases in tax revenues for all taxing jurisdictions;
- Offers the potential to expand the project site to include other publicly owned properties so as to enhance the redevelopment potential of the area and maximize the return;
- Indicates a clear commitment on the part of HACH and other public and private entities to coordinate available resources to upgrade living conditions for residents of APV as well as the Fourth Ward;
- Provides substantial leverage to HACH and the City in tapping private and public funds to carry out a comprehensive development program for APV and the neighborhood;
- Enhances the marketability of the APV site by reducing uncertainities related to the future of the adjacent neighborhood (i.e., physical, social, and economic);
- Eliminates a blighting influence on the area;

- Links the APV site with the neighborhood through a comprehensive development scheme, breaking down barriers between the two;
- Offers the neighborhood direct input into the planning process with potential economic benefits;
- Delivers one large (perhaps very large) pre-assembled tract of real estate in Houston's core area;
- Provides the potential to attract a planned, mixed-use development which would be supportive of the CBD and the neighborhood;
- Offers the ability to generate broad-based support for various development activities which would benefit both the neighborhood and the city at-large;
- Indicates that, with city involvement in a comprehensive program, public support for infrastructure improvement needs is likely to be available;
- Permits the development program to be timed to take advantage of regional market conditions as a result of the size of the site and the involvement of public agencies; this optimizes the development potential of the site;
- Provides the potential for land to be available for publicly supported facilities, if needed, as part of an overall development process; and
- Makes it possible to give Fourth Ward residents access to the Buffalo Bayou Beautification Program and to relate the revitalization of the neighborhood to that program.

Disadvantages of Scenario IIIB are:

- Removes 900 units of public housing in Houston in the short term;
- Requires full scale relocation of residents;
- Requires a waiver from HUD;
- Causes a full reduction of the HUD operating subsidy to HACH at least in the short term;
- Requires a longer time to reach ultimate development goals than other scenarios;

- Presents a complex, cumbersome process for planning and development;
- May be difficult to obtain adequate levels of public sector funds to support development;
- Depends on continuing high levels of commitment and coordination by HACH, the City, neighborhood entities, and others involved for success of the program and prevention of negative neighborhood impacts;
- Makes it essential to identify a broad based neighborhood organization to represent tenants, land owners, and local institutions -- a difficult task;
- May require use of eminent domain powers to accomplish redevelopment -- a sensitive issue; and
- May not be possible for the real estate market to support the economics for a large scale, mixed-use development.

Analysis of Alternative Scenarios for Allen Parkway Village

The alternative scenarios can be assessed by reviewing them in light of respective advantages and disadvantages. The research team considered the scenarios through use of the set of criteria, identified at the beginning of this chapter. Figure XI-1 helps to summarize the advantages and disadvantages of each scenario, relating them to the criteria which constitute a set of basic objectives.

Scenarios I and II, two approaches to rehabilitation of APV, receive low ratings in most areas. Both provide for some improvement of living conditions in existing public housing and require minimal relocation. Scenarios IIIA and IIIB reduce the stock of public housing in the short term, but have the potential to replace more than the number of units lost with new housing as a result of funds made available by selling or leasing the APV property.

The scenarios differ widely in their potential impacts on the Fourth Ward. The first three scenarios address the APV property by itself and provide no means to relate strategies regarding APV to the Fourth Ward. Some people believe that maintaining APV as a public housing site is a positive signal to the adjacent Fourth Ward community. However, with absentee landowners (i.e., investors) holding most of the Fourth Ward's property, maintenance of the neighborhood for its incumbent residents probably will not occur without public sector help. The extensive public ownership of property north of Dallas Street can provide HACH, the City, and the County Hospital

Figure XI-1

Criteria for Evaluating Alternative Development Scenarios

Criteria	Alternative Development Scenarios			
	I	II	IIIA	IIIB
1. Improved Quality of Low Income Housing	□	░	▓	▓
2. Maximum Supply of Low/Moderate Income Housing	░	□	░	▓
3. Input of Benefits to Residents of Fourth Ward and Allen Parkway Village	░	□	□	▓
4. Minimum Relocation	▓	░	□	□
5. Leverageability for HACH	□	□	▓	▓
6. Cost-Effectiveness to HACH	□	□	▓	▓
7. Simplicity of Approach	░	░	▓	□
8. Meeting Objectives of Other Public Sector Entities	░	□	░	▓
9. Maximizing Access to Amenities In and Around Study Area	□	□	░	▓
10. Long Term Benefit to Houston	□	□	░	▓

Applicability of Criteria to Scenarios

▓ High

░ Moderate

□ Low

District with leverage to influence the area's future. However, the rehabilitation of APV through scenarios I or II sacrifices any leverage HACH might exert. Scenario IIIA provides some leverage, but IIIB offers a considerable amount -- not only to HACH but also potentially to the other public entities involved.

Thus, the research team recommends that the Housing Authority demolish Allen Parkway Village, but that it use its leverage both to maximize housing opportunities for low/moderate income people and to benefit the Fourth Ward community. Alternative IIIB appears best suited to do this, meeting nearly all the criteria shown on the matrix to a high degree. Moreover, many of the disadvantages of Scenario IIIB can become long term advantages through effective coordinated planning. Clearly, the chief disadvantage of this alternative is the risk that this coordination will not take place. But the potential advantages to all involved should encourage cooperation.

Assuming the Housing Authority were to demolish APV and attempt to apply its leverage for community purposes, HACH could choose from several possible variations on Scenario IIIB. Three of the possible approaches are listed below with a brief outine of the key elements of each.

1. HACH sells or leases part of the site and retains the balance to build new public housing or for other uses:

   - Some income would be available for new housing;

   - HACH would maintain property that could gain in value in the future;

   - HACH would retain some leverage that could be used to benefit the Fourth Ward;

   - With the size of the site reduced, the property value would decline, as would the total possible sale/lease income; and

   - Leverage would be reduced, perhaps considerably.

   In summary, this approach sacrifices too much leverage to be the optimum one.

2. HACH combines its property with that of the City and possibly HCHD for disposition and development as a single tract:

- Maximum return for property and thus maximum leverage;
- Quality development can occur, with a required mix of low/moderate income housing;
- Large parcel makes it possible to apply various redevelopment tools;
- Potential to relate the Fourth Ward to the property to its north, including Buffalo Bayou;
- High risk that public entities will not cooperate effectively; and
- High risk that community groups cannot be unified.

In summary, this is an ambitious approach that has the potential to have tremendous benefits if coordinated effectively.

3. HACH sells/leases its property separately from other entities, but works with the City to use its leverage to benefit the community:

    - Good return for property and fairly substantial leverage;
    - Quality development can occur with a low/moderate income housing increment, but it likely will not be as well coordinated as in the previous option; and
    - High risk that community groups cannot be unified.

    In summary, this option involves less risk than the previous approach, but the potential benefits, while substantial, are less than the second option.

The research team recommends that HACH pursue the second of these approaches. This comprehensive, coordinated approach clearly offers the greatest potential benefit to the Fourth Ward, to people seeking low/moderate income housing, and to Houston in general. The chapter which follows details a strategy that presents an opportunity to realize the greatest possible benefit from such a comprehensive, coordinated redevelopment and revitalization effort.

XII. DEVELOPMENT STRATEGY

The previous chapter concluded that the Housing Authority of the City of Houston should proceed to take the necessary steps to demolish Allen Parkway Village and pursue a comprehensive development program. This chapter outlines a strategy for redeveloping the APV site and adjacent properties and for initiating a revitalization plan for the Fourth Ward. The discussion related to land values in Chapter IX is integral to this strategy.

Based upon the analysis and discussion of land values in Chapter IX, the research team has concluded that the APV site is worth substantially more than the Hospital District property. Furthermore, the research team has concluded that the potential revenues to be derived from the sale/lease of the property would be more than adequate to support and carry out a development strategy, as set forth in this chapter.

It must be clearly reiterated that the ultimate value of the APV site and adjoining public properties will be determined by many factors, including the following:

- Market conditions;
- Proposed land use;
- Availability of infrastructure;
- Neighborhood conditions.

Potential land use restrictions (e.g., height, density, etc.) as well as other requirements that may limit profitability will have an effect on value. However, restrictions on the potential maximum utilization of the land ultimately may have a positive rather than a negative impact on property values.

Division of the Study Area

For the purposes of structuring a development strategy, the research team has divided the study area into two sections as shown on Figure XII-1. The dividing line between Areas A and B is West Dallas Street. The characteristics of the two areas differ greatly; as a result, two diverse planning approaches are needed. Some of the reasons for separating the two areas follow:

- Property ownership, land use, and building conditions are varied in Area B;
- Most of Area A is controlled by three public entities and land uses are homogeneous within each of the three holdings;
- Area A will require extensive redevelopment;
- Area B will require rehabilitation, selective demolition, redevelopment, and effective community participation to ensure a comprehensive approach;
- Historic preservation and neighborhood improvement issues can be addressed in B, but basically are not issues in A;

Despite the division of the study area into two sections for planning purposes, the strategies for the two areas are intrinsically linked. This linkage is necessary for several reasons: it can eliminate physical barriers separating the two areas and preventing Fourth Ward residents from having access to Buffalo Bayou. The linkage also will ensure a blending of broad-based development activities for the benefit of all residents within the Fourth Ward area.

The following properties north of Dallas Street comprise Area A (See Figure XII-1):

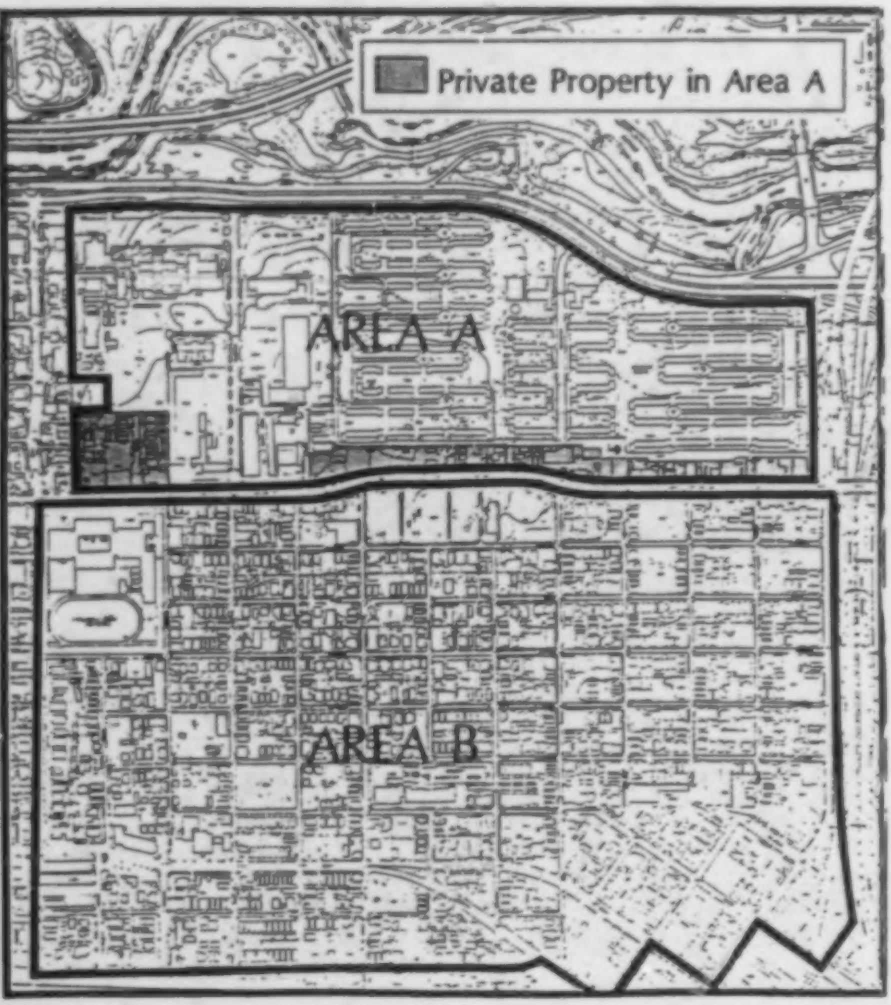
- Allen Parkway Village;
- San Felipe Park;
- City-owned properties, excluding the fire station on Dallas;
- Jefferson Davis Hospital and related HCHD properties; and
- Private properties along Dallas and in the southwest corner of Area A.

These properties are included because:

- All are contiguous;
- HCHD appears to be making the decision to dispose of their property;

Figure XII-1

Development Strategy Areas



▨ Private Property in Area A
AREA A
AREA B

- City-owned land is logical to include, because it is between the hospital property and APV and is totally underutilized, especially given the redevelopment possibilities in the area;

- Inclusion of the private property is necessary to ensure a comprehensive integrated approach to the improvement of the entire study area, and the linkage of Areas A and B, which are now separated by this strip of private property along West Dallas; and

- Inclusion of all these properties makes it possible to implement a plan that links the Fourth Ward neighborhood to the Buffalo Bayou Beautification Program.

The balance of the study area constitutes Area B. The boundaries of this area are Dallas, Interstate 45, Webster, and Taft (see Figure XII-1).

Development Strategy for Area A

1. All public property owners in Area A (i.e., HACH, the City of Houston, and HCHD) should join together and negotiate the sale or lease of properties as a single redevelopment parcel.

2. In order to optimize the potential to accomplish a comprehensive development program for Area A, the City should take steps to do the following:

    a. Declare the property bounded by Allen Parkway, I-45, West Dallas, and generally 100 feet east of Taft, as a blighted area for the purposes of carrying out a redevelopment program. This designation will help ensure the availability of adequate development controls.

    b. Designate Area A as a Tax Increment Finance (TIF) district.

    c. Alternatively, if the public property owners determine that a and b above are not feasible, it still would be possible to pursue the development strategy. However, this would sacrifice certain potential benefits.

3. A Request for Proposals (RFP) for a comprehensive coordinated development plan should be prepared. Selection would be based upon quality of the proposal as well as the competitiveness of the bid. The following summarizes the key issues an RFP would need to address:

a. Provide for replacement housing for all residents of Area A, including those in APV.

b. Provide requirements for low to moderate income housing within Area A as a set increment (a percentage) of all new housing proposed to be built in Area A.

c. Ensure the continued involvement of the public property owners for their long term economic benefit through a long term lease of Area A as opposed to outright sale.

d. Offer priority for units within the development to displacees and/or residents of the Fourth Ward.

e. Require additional financial contributions from developers of Area A to carry out community related activities in Area B.

f. Encourage and require local participation in the development process.

g. Provide job opportunities for the Fourth Ward area residents as well as lower income people in general with provision for an effective affirmative action program with set goals during and after construction.

h. Provide adequate linkages with any proposed development plan for Area B and with the Buffalo Bayou Beautification Program to ensure maximum physical and visual access.

i. Ensure that adequate financial resources are available to the developer.

4. To execute a successful redevelopment program, a deliberate time schedule will be needed, addressing issues such as land acquisition, relocation, demolition, and public improvements.

Development Strategy for Area B

The items discussed below outline general revitalization activities which set a foundation for a detailed, delineated neighborhood redevelopment program for Area B. Accordingly, it is essential that HACH and the city take the necessary steps to implement a comprehensive planning process for the neighborhood and ensure effective community involvement.

1. Revitalization activity should be geared toward preserving the existing residential character of the Fourth Ward for its incumbent residents and highlighting the historic significance of the area. A concentrated rehabilitation effort should be implemented in the core of Area B (see Figure XII-1) which should be oriented around potential community anchors: the HISD properties (Lincoln School and the Gregory School site), Wiley Park, and the two cemeteries. The basic elements of the Fourth Ward revitalization program should be as follows:

   a. Provide public infrastructure at a scale commensurate with the development plan.

   b. Capitalize on the public ownership of the Gregory School site to provide community facilities.

   c. Upgrade Wiley Park and add to area open space.

   d. Include as central elements in a historic preservation program Andrews Street (maintain brick streets), the two cemeteries (upgrade their appearance and make them more accessible), and the documentation of other historic resources.

   e. Develop a diversified housing rehabilitation program utilizing such tools as direct grants, below market interest rate loans, acquisition /rehabilitation programs, and Section 8 under existing and moderate rehabilitation programs.

   f. Provide new low/moderate income housing opportunities to support the rehabilitation effort through such programs as acquisition/rehabilitation by public and/or private owners, Section 202/Section 8 elderly housing programs, and conventional public housing.

   g. Implement a program for increasing home ownership through use of housing cooperatives and other available strategies.

   h. Provide financial and technical assistance to existing and proposed small businesses in the area, especially those compatible with the residential and historic character of the neighborhood, and provide incentives to activities that will create job opportunities for community residents.

2. Areas adjacent to the Fourth Ward core should be permitted to evolve on the basis of natural development opportunities that arise; however, steps should be taken that encourage development activity to be consistent with activity in the

balance of the study area. As Figure XII-1 indicates, the relevant adjacent areas include:

a. The eastern portion of the Fourth Ward, adjacent to I-45.

b. The southeast portion of the study area, which is an extension of the downtown street pattern.

c. Properties south of Gray.

d. The area along Taft.

Conclusions: Recommended Steps to be Taken

Recognizing the complexity of the issues involved, the research team believes the following steps will be needed to carry out the development strategy proposed above:

1. Based on all of the information presented in this report, the research team recommends that HACH seek a waiver from HUD permitting the agency to replace Allen Parkway Village and not to pursue its rehabilitation.

2. The City of Houston and HACH should initiate a comprehensive planning process and establish a procedure that offers continual input to Fourth Ward constituents.

3. A clearly defined community organization, representing all parties and interests in the neighborhood, should be formed. This group, referred to here as the Project Area Committee (PAC), should be totally involved in all aspects of the planning and development process.

4. The HACH Board of Commissioners should be designated as the lead entity in coordinating the redevelopment and revitalization effort, in cooperation with the City Planning Department and the Mayor's Office. HACH is intimately involved in the neighborhood and is best suited to carrying out this effort.

5. The City and HACH, working with the PAC, should develop a comprehensive neighborhood development program for the area from Dallas, south to Webster, and from Taft, east to I-45. Revitalization and rehabilitation efforts in this area should be oriented around the historic qualities of the neighborhood.

6. HACH should proceed immediately to define a development site in this area for a 200-300 unit, 5-10 story apartment complex, specifically designed for the elderly and/or

handicapped. HACH also should attempt to acquire other properties within the Fourth Ward for housing development purposes.

7. HACH should join forces with the City of Houston and the Harris County Hospital District to consolidate their land holdings for mutual benefit.

8. The City should consider declaring the area north of Dallas (defined above as Area A) as a redevelopment area and as a Tax Increment Finance district. This will help provide incentives and safeguards for optimum development and encourages a development program that integrates the areas north and south of Dallas Street.

9. HACH, in conjunction with the City and HCHD, should prepare an RFP to solicit developer response for the publicly held property, subject to refinement of a plan for Area B, south of Dallas Street.

10. HACH must develop a short range and long range relocation plan for the current residents of APV.

11. The City of Houston and HACH should make every effort to seek financial support for activities in Areas A and B. Such support could be in the form of Urban Development Action Grants (UDAG), Community Development Block Grants (CDBG), Economic Development Administration loans/grants, and various available housing subsidies and/or opportunities available through HUD. Housing strategies should assist in preserving and providing affordable housing and especially in offering ownership opportunities to current residents of the study area.

APPENDIX A

EXISTING REPORTS AND RELATED STUDIES

Introduction

A number of studies have been conducted on the growth and development of Houston and the impact on inner city areas. In addition, the city's Fourth Ward and Allen Parkway Village have been the focus of several policy-oriented studies over the years. A synopsis of these studies follows.

General - Houston

1. Nathan Barnes and Associates, Policies and Strategies for Economic Development: Economic Development Target Areas, Houston, Texas, Houston, March, 1978.

This extensive study includes population and other demographic information, and economic indicators on selected "target" areas for the City's Overall Economic Development Program (OEDP). The OEDP goals and objectives include redevelopment strategies for (a) industry, (b) commercial, (c) the central business district, and (d) special development opportunities, i.e., Port of Houston, Texas Medical Center, Houston Community College Skills Center, etc.; the OEDP "Target Areas" include many of the city's low-income minority neighborhoods, among them the Fourth Ward.

2. Houston City Planning Department, Housing Analysis: Low-Moderate Income Areas, Houston, July, 1978.

This report provides a reference source that can be used to develop housing strategies for Houston's low-moderate income neighborhoods. The study uses the "target areas" (residential areas delineated by their respective familiar names) and provides a sector analysis of 24 low-moderate income areas; in addition, a forecast or "outlook" analysis is made for each neighborhood. The Montrose/Fourth Ward Community Development Target area is divided into five sectors. Sector 1 generally conforms to the present Fourth Ward study area.

3. The Mayor's Urban Policy Advisory Board, Toward An Urban Policy in Houston, Houston, April, 1979.

This study is a result of a group of 85 knowledgeable private citizens selected by the Mayor to study existing city government operations and services and to make recommendations on needed changes. The report addresses eight topics: namely, (a) municipial government, (b) economic growth and development, (c) health, education, and social services, (d) housing, (e) parks, cultural, and civic affairs, (f) public protection, (g) transportation, and (h) urban growth and development. The report is especially useful in pointing out the uneven growth and development in the city and the implications for low-income and minority areas.

4. Houston City Planning Department. Houston Year 2000, Houston, June 1980.

This report analyzes and illustrates (through maps, charts, and other graphics) the major demographic, economic and land use changes that have taken place in Houston and makes projections on future growth. Especially useful are the land use projections and trends.

5. Houston Community Development Division, 1981 Community Development Program Application, Houston, August, 1981.

The Houston CDBG application has some valuable statistics on low-moderate income neighborhoods in the city. The application delineates a needs assessment for each of its target areas (Fourth Ward included); it outlines on an area-by-area basis the public service needs, i.e., parks and playgrounds, street improvements, water and sewer facilities, and rehabilitation of private properties.

6. R. D. Bullard, Black Housing In Boomtown, Houston, Texas Southern University, November 1982.

This report analyzes black housing patterns in Houston. A number of key topics are covered including (a) residential segregation, (b) housing discrimination, (c) home ownership rates, (d) assisted housing, and (e) the politics of public housing.

The Fourth Ward

1. Houston City Planning Department, Midtown-Fourth Ward: Neighborhood Plan, Houston, September, 1975.

This report was prepared as part of the Neighborhood Improvement Planning Program. The report treats the Midtown and Fourth Ward neighborhood as separate planning areas. The report includes a general land use plan, land use inventories, and conditions of infrastructures.

2. Houston City Planning Department, Data Book: Montrose/Fourth Ward Community Development Area, Houston, January, 1979, (2nd Printing).

This report is one of a series of neighborhood profiles on the Community Development Program target areas. Much of the data in the report are based upon the 1970 Census and 1975 population estimates. The report is useful in making comparisons with more current data, i.e., 1980 Census figures, and other related data sources.

3. Economic Research Associates (Chicago), Redevelopment Options For Houston's Fourth Ward, Houston, May, 1980.

This study was funded by the Economic Development Division, Office of the Mayor, for the purpose of formulating redevelopment options for the Fourth Ward. The report is divided into three phases: namely, Phase A - Reconnaissance, Phase B - Option Formulation, and Phase C - Option Analysis. Phase A was completed October 1, 1979, and Phase B and C were completed March 24, 1980. This is probably the most comprehensive study of the Fourth Ward to date. However, the report gives a rather superficial treatment to potential residential displacement in their development options.

4. Bertha Fountain, Redevelopment and Mobility Preferences of the Fourth Ward Residents, Houston, University of Houston School of Social Work, May, 1982.

This M.S.W. thesis focuses on residential satisfaction and mobility preferences of Fourth Ward residents. The study is based upon personal interviews with 41 Fourth Ward residents.

Allen Parkway Village

1. Housing Authority of the City of Houston, Allen Parkway Village Rehabilitation Proposal, (no date - probably 1976).

This HACH proposal for funding under the Community Development Block Grant Program was requested to perform the following works: (a) restore vandalized units, (b) convert one bedroom units, and (c) modify and equip units for handicapped and disabled. The total projected budget was $140,000.

2. Housing Authority of the City of Houston, Preliminary Report Project S: Allen Parkway Village Analysis, Houston, September, 1977.

This report provides an analysis of relocation and replacement issues, strategies, and costs of Allen Parkway Village. The report also provides a needs assessment, demographic profile of APV tenants, and a replacement housing strategy. The HACH Board passed a resolution on November 1, 1977 stating it was "contemplating the sale of APV."

3. Housing Authority of the City of Houston, Allen Parkway Village Analysis: Draft, Houston, May, 1978.

This report explores and analyzes alternatives for the future of APV. Four alternatives are presented: (a) non-intervention - continuation of present trends of the property with no major improvement, and maintenance only on an as required basis, (b) massive modernization - a comprehensive improvement program designed to upgrade each dwelling unit and to improve the overall environment, (c) reduce existing development - provide replacement units in other areas and reduce the development on present site, and (d) sale, abandonment, and replacement - a phasing out of the property providing a sufficient number of units as relocation resources or several sites throughout the city. It was determined that HACH would provide massive modernization to the project (alternative b).

4. Haywood Jordan and McCowan, Urban Initiatives TX 5-4, 5-7: Modernization of Allen Parkway Village, Houston, November, 1981.

This study analyzes the existing deficiencies and presents recommendation/remedies on construction work needed to modernize the project (a preliminary report). The broad categoreis of items needing repair and/or replacement included: (a) interior modernization, (b) exterior modernization, (c) grounds improvements, and (d) utility distribution systems. The report concluded that the $8.48 million allocated for construction was inadequate to correct all the noted deficiencies.

5. Housing Authority of the City of Houston, Feasibility of Replacing Allen Parkway Village, Houston, October, 1981.

This feasibility study explores the sale of APV and the use of the proceeds to build 1,000 new units of assisted housing. The report identifies the method to be used to replace APV and HUD waivers necessary, cost estimates, and replacement housing. A minimum acceptable bid for retiring the outstanding indebtedness for APV and to replace and subsidize 1,000 new units for the current families at APV was $63,500,000 (this dollar figure was computed at $39.35 per square foot x 1,614,589 of APV). The HACH Board chairman on November 6, 1981, submitted a revised version of the proposal to HUD and requested the necessary approvals. HUD approved the outlines of the concept on November 23, 1981 and requested a final proposal.

6. Housing Authority of the City of Houston, Final Proposal: Sale of Allen Parkway Village, Houston, March 1982.

This detailed proposal on APV includes an overview of the processes leading up to the initiatives to sell the project, a discussion of waivers and concurrences required from HUD, a resident participation plan, local issues, method of selecting a purchaser, elements of a minimum acceptable bid/offer, terms and conditions of contract of sale, operation of replacement housing, excess funds, and savings to the federal government.

7. Housing Authority of the City of Houston, Outline on Sale of Allen Parkway Village, Houston, August 1982.

This is a brief outline which gives the steps necessary for HACH to make a decision on whether or not to pursue the sale of APV. The outline covers economic aspects, resident and community feelings, and the alternatives to the sale of APV.

8. Housing Authority of the City of Houston, Allen Parkway Village: Summary Report, Houston, September 1982.

This summary report on APV presents a general overview of the current conditions of the project and demographic profile of the tenant population. The report also discusses proposed modernization efforts, and provides a synopsis of relevant studies/proposals on the Fourth Ward and Allen Parkway Village.

APPENDIX B

SUMMARY OF PUBLIC FORUMS

Community participation in the Allen Parkway Village/Fourth Ward Study was obtained from two public forums conducted within the Fourth Ward neighborhood. The forums were designed with the expressed purpose of allowing affected parties, i.e., Fourth Ward tenants and home owners, property owners (incumbent and absentee), business owners, civic and church groups, and concerned citizens, an opportunity to present their views and proposals on Allen Parkway Village and the Fourth Ward neighborhood.

Public Forum I

The first Public Forum was held on June 4, 1983 at Antioch Missionary Baptist Church. The general format of this four-hour forum was designed and coordinated by the research team. A concerted effort was made to contact a wide cross-section of the Houston community, i.e., churches, civic and civil rights organizations, local Fourth Ward business and property owners, and residents of the neighborhood and Allen Parkway Village.

Forum I had provisions for interested persons and organization representatives to make oral presentations and/or submission of written documents. A complete copy of the forum proceedings and the written submissions are available for review at the HACH central office. Oral presentations were made by representatives from the following groups/organizations:

- National Black United Front - Houston Chapter
- Allen Parkway Village Residents Council
- Freedmen's Town Association
- Houston NAACP
- Fourth Ward Neighborhood Council
- Welfare Rights Organization - Houston Chapter
- Houston Residents Citizens Participation Commission
- Houston YMCA - Downtown Branch
- Fourth Ward Ministers
- Metropolitan Development and Real Estate Company

Written submittals were also received from five organizations:

- Freedmen's Town Association
- Houston YMCA - Downtown Branch
- Houston Lawyers Association
- National Association of Black Social Workers - Houston
- Metropolitan Development and Real Estate Company

The major areas of concern as presented by the forum participants centered on the following issues:

- Cultural significance of the Fourth Ward and the need for historic preservation.
- Systematic neglect of the neighborhood's infrastructure by the public and private sector.
- The Fourth Ward as an area that has been "studied to death" with few visible results.
- Fear and anxiety related to linking the potential demise of APV with the fate of the Fourth Ward neighborhood.
- The difficulty of HACH to provide replacement housing for potentially displaced APV residents (if the project is demolished) in light of HACH's failure to get its recent public housing projects built.
- Questionable status of the HUD funds allocated to rehabilitate APV.

Public Forum II

The second public forum was held on August 17, 1983, at Bebee Tabernacle Methodist Church in the Fourth Ward. Forum II was designed and coordinated by a coalition of four community organizations: namely, the Fourth Ward Ministerial Alliance, Freedmen's Town Association, Allen Parkway Village Residents Council, and the Houston Chapter of the National Black United Front. The first part of Forum II consisted of a tour of APV and selected historical sites in the Fourth Ward neighborhood. The second component of the forum involved a presentation of information to a large group of people: Freedmen's Town Association presented historical data on the neighborhood; the research team presented basic demographic, land use, building conditions, and property ownership data on the Fourth Ward; and a presentation of "Community Concerns and Objectives" developed by the four coalition organization also was made. The elements of this "proposal" are presented below:

I. Primary Objectives

A. Maintain Fourth Ward and Allen Parkway Village as residential communities for low and moderate income persons, while preserving the historical integrity of the community.

B. Maintain, improve, and develop support services and facilities for the community.

C. Establish a procedure by which the residents will have continual input into the development of the final development plan for the Fourth Ward/APV area.

II. Housing Goals

A. Preserve and provide affordable housing for all who wish to remain in the Fourth Ward/APV community.

B. Renovate Allen Parkway Village and maintain its 1,000 units of housing.

C. Provide ample financial assistance for the rehabilitation of substandard units. In the event residents must be temporarily displaced, relocation should be within the Fourth Ward.

D. Provide affordable rental units for those in need.

E. Provide affordable housing with ownership opportunities. For example, provide low cost financing for purchase money mortgages and encourage the development of cooperative housing.

F. Obtain a commitment from the Housing Authority to acquire property for the purpose of providing additional housing within the community.

III. Historic Preservation Goals

A. Create a historical district for listing on the National Register of Historic Places.

B. All new construction and rehabilitation activities in the community should be compatible with existing architectural styles.

C. Maintain bricked streets such as Andrews Street.

D. Establish a black history museum and library in the original structure at Gregory Elementary School.

IV. Commercial Goals

A. Provide financial and technical assistance to existing small businesses in the community.

B. Provide incentives for commercial development which is oriented to residential and historical uses.

C. Provide incentives for commercial development which will create job opportunities for community residents.

V. Community Facilities/Social Service Goals

A. Convert Gregory Elementary School into a multi-purpose center. Lease the center to a community based organization.

B. Improve and expand support services at Allen Parkway Village, giving particular attention to day care services.

C. Upgrade security services at Allen Parkway Village.

D. Expand services at Anchor House.

E. Retain and maintain Jefferson Davis Hospital at its current location.

F. Retain and maintain Fourth Ward Clinic.

G. Retain Gregory-Lincoln Educational Center at its present location for its current purpose.

VI. Utility Goals

A. Upgrade infrastructure to support existing residential and commercial population.

B. Improve storm water drainage system at Allen Parkway Village.

VII. Park Goals

A. Upgrade Wiley Park.

B. Develop grounds surrounding Gregory Elementary School into a park.

C. Construct an additional crosswalk from Allen Parkway Village into Buffalo Bayou Park.

IX. Other Goals

A. Provide funds, from community development or other sources, to support the operation of a non-profit community based organization which would serve as an umbrella organization for community groups. Provide the necessary technical assistance to create such an organization.

Subsequent to the public forum the four coalition organizations submitted a "list of specific proposals for actions which could be taken to implement the primary objectives and goals," which are detailed above. This list will be on file at the Housing Authority office for use in the next stage of planning for the Fourth Ward's future.

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September 23, 1985

Mr. Gilbert F. Ganucheau, Clerk
U. S. Court of Appeals - Fifth Circuit
Room 102, 600 Camp Street
New Orleans, LA 70130

RE: No. 85-2272
City of Pasadena vs Texas Construction Group, Inc., et al;
On appeal from the United States District Court for the
Southern District of Texas, Houston Division
(USDC # H-84-4628)

Dear Mr Ganucheau:

Enclosed please find for filing among the papers in the above referenced matter, Appellant's Response To Appellees' Motion For Attoney's Fees Pursuant To Rule 38, Federal Rules Of Appellate Procedure.

Thank you for your courtesies and consideration in this matter.

Very truly yours,

Daniel C. Pappas

DCP:ls
Encl.

cc: Certified Mail, Return Receipt Requested:

Mr. Roger A. Rider
Mr. Sidney J. Braquet
Mr. Robert Darden

IN THE UNITED STATES COURT OF APPEALS

FOR THE FIFTH CIRCUIT

NO. 85-2272

CITY OF PASADENA

Plaintiff-Appellant

VS.

TEXAS CONSTRUCTION GROUP, INC., MATTERHORN, INC.,
THE HOUSING AUTHORITY OF THE CITY OF HOUSTON and
THE UNITED STATES DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Defendants-Appellees

APPEAL FROM THE UNITED STATES DISTRICT COURT
FOR THE SOUTHERN DISTRICT OF TEXAS
HOUSTON DIVISION

APPELLANT'S RESPONSE TO APPELLEES' MOTION FOR ATTORNEY'S FEES PURSUANT TO RULE 38, FEDERAL RULES OF APPELLATE PROCEDURE

TO THE HONORABLE COURT:

The CITY OF PASADENA, Plaintiff and Appellant, in the above-numbered and entitled cause, files this its response to Appellees' Motion For Attorney's Fees Pursuant To Rule 38 Of Federal Rules Of Appellate Procedure and would show unto the Court as follows:

I.

TEXAS CONSTRUCTION GROUP, INC., MATTERHORN CORPORATION, and THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, have requested this Court to award them attorney's fees under Rule 38, Federal Rules of Appellate Procedure, on the grounds that Appellant's appeal is alleged to be frivolous. Each of the above-named Appellees have directed the Court's attention to the case of Texas Construction Group, Inc., et al v. City of Pasadena, 663 SW2d 102, 106 (Tex.Civ.App. [14th Dist.] 1983, writ dismissed w.o.j.). A copy of the reported decision is attached to this response and Appellant invites the Court's attention to such opinion.

II.

The sole issue brought forward on appeal by Appellant is the interpretation of Art. 1269k as it relates to the construction of the term "area of operation". Appellees contend that such issue has been decided in the Texas Construction Group, Inc., case, a copy of which is attached hereto.

In previous litigation between Appellant and Movants, the 125th Judicial District Court of Harris County, Texas, entered an Order in Appellant's favor granting a temporary injunction against the Movants. The Movants herein appealed the Order of the 125th Judicial District Court of Harris County, Texas, and the Court of Appeals affirmed the trial court and sustained the temporary injunction. The Court of Appeals, on a partial statement of facts, stated in dictum, that the legislature did not intend that the statute (Art. 1269k) required an adjoining city to approve the construction of a housing project merely because of its proximity to the adjoining city's border. The Court of Appeals ultimately affirmed the trial court and the language discussing the area of operation of Art. 1269k was not the controlling issue in the case.

Furthermore, it is significant that the Court of Appeals only had the benefit of a partial statement of facts.

It is also significant that the final judgment in the state court litigation resulted in a permanent injunction against Texas Construction Group, Inc., and Matterhorn Corporation. Certainly, if the law of the case was as is alleged by Appellees herein, that final state court judgment would have been appealed. The judgment against the Texas Construction Group, Inc., and Matterhorn Corporation was not appealed as the issue regarding "area of operation" had not been decided by a controlling decision.

III.

Appellant agrees with Movant's assertion that the interpretation of Art. 1269k is a state law claim which must be decided in conformity with applicable state court decisions. This novel question has never been addressed by the Texas Supreme Court. Appellant believes that the only intermediate state court to discuss the interpretation of the area of operation of Art. 1269k is the dictum contained in the Texas Construction Group, Inc., case described hereinabove. Although the non-decisional remarks of the Court are some indication of how the Texas courts may resolve this question, they are not considered binding on any court. The common law is based on stare decisis, not stare dictus. Only the decision on the point before the court, and only what is necessary to that decision, is covered by the concept of stare decisis.

It is proper for this Court to make a determination of what the state law is from all available data. West v. American Telephone & Telegraph Company, 311 U.S. 223, 237 (1940). Dictum from the state court of last resort is not binding upon a federal district court. Walker v. Felmont Oil Corporation, 240 F2d 912, 917 (6th Cir. 1957). The trial court's determination of state law is subject to review, just as any other legal question. *Freeman v. Continental Gin Company*, 381 F2d 459, 466 (5th Cir. 1967). Where there are no controlling decisions on the precise question before the court, it is proper for the appellate court to determine how the highest court of the state would resolve the question. *Anderson v. Linton*, 178 F2d 304, 308-309 (7th Cir. 1949).

IV.

A review of the briefs of Appellant and all Appellees demonstrates that there are few Texas cases interpreting Art. 1269k. The precise question before this Court has never been addressed by the Texas Supreme Court and has been addressed in *dictum* by only one Texas Court of Appeals. There has been no controlling decision rendered by any Texas appellate courts. Movants have attempted to bolster their position on appeal by asserting that Plaintiff's appeal is frivolous. The issue before this Court has never been directly determined by a Texas court and is an issue of great public concern. Appellant, Respondent herein, respectfully requests that the Court set this matter for oral argument, in that oral argument will assist the Court in its determination of the novel issues presented on appeal. Furthermore, Respondent respectfully submits that Appellees' Motion For Attorney's Fees Pursuant To Rule 38 of the Federal Rules of Appellate Procedure should be in all things denied.

Respectfully submitted,

KISSNER & PAPPAS, P.C.

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CERTIFICATE OF SERVICE

I hereby certify that a true and correct copy of the above and foregoing document has been forwarded by certified mail, return receipt requested, to Robert Darden, Assistant United States attorney, P.O. Box 61129, Houston, Texas 77208-1129, Attorney for the United States Dept. of Housing and Urban Development; Mr. Sidney J. Braquet, 2323 Caroline, Houston, Texas 77004, Attorney for Appellees, Texas Construction Group and Matterhorn, Inc., and to Mr. Roger Rider, 1900 RepublicBank Center, Houston, Texas 77002, Attorney for Appellee, the Housing Authority of the City of Houston, on this the 23rd day of September, 1985.

Daniel C. Pappas

trial court to have in personam jurisdiction over the defendant at the time the judgment was entered the record must reflect either (1) an appearance by the defendant or (2) due service of citation, independent of recitals in the judgment. *H.L. McRae Company v. Hooker Construction Company*, 579 S.W.2d 62 (Tex.Civ.App.—Austin 1979, no writ). In our case it is undisputed that appellant made no appearance prior to the time that the interlocutory default judgment was rendered against him. Appellant's conduct subsequent to the entry of that judgment will not serve as an "appearance" so as to give the trial court in personam jurisdiction. *H.L. McRae Company v. Hooker Construction Company, id.* at 65. If the trial court did not have personal jurisdiction over appellant by valid service, the interlocutory default judgment would be void. If the judgment was void, then the subsequent conduct of appellant will not serve to waive the fundamental requirement that the trial court have jurisdiction over a party prior to entering a judgment against that party.

[5-7] When a default judgment is directly attacked by writ of error, it is essential that there be a strict compliance with the Rules of Civil Procedure in regard to the issuance of citation, the manner and mode of service, and the return of process. *Mega v. Anglo Iron & Metal Company of Harlingen*, 601 S.W.2d 501 (Tex.Civ.App.—Corpus Christi 1980, no writ). *McKanna v. Edgar*, 388 S.W.2d 927 (Tex.1965). Although there is usually a presumption in favor of valid issuance, service, and return of citation, there is no such presumption when a default judgment is directly attacked. *McKanna v. Edgar*, 388 S.W.2d at 929; *Hanover Modular Homes of Taft, Inc. v. Corpus Christi Bank & Trust*, 476 S.W.2d 97 (Tex.Civ.App.—Corpus Christi 1972, no writ). Failure to show affirmatively a strict compliance with the rules of civil procedure relating to the issuance, service, and return of citation will render the attempted service of process invalid and of no effect. *Harrison v. Dallas Court Reporting College, Inc.*, 589 S.W.2d 813 (Tex.Civ.App.—Dallas 1979, no writ); *Mega v. Anglo Iron & Metal Company of Harlingen*, 601 S.W.2d at 503; *Nichols v. Wheeler*, 304 S.W.2d 229 (Tex.Civ.App.—Austin 1957, writ ref'd n.r.e.).

[8, 9] The trial court, in authorizing substituted service, ordered that the service be performed by "Leonard Green." The return of citation is signed by Lindsey E. Siriko. This discrepancy renders invalid the service of process on appellant since the record shows on its face that the return was not signed by the proper person. The service and return of process in this case is fatally defective. *Mega v. Anglo Iron & Metal Company of Harlingen*, 601 S.W.2d at 504. Jurisdiction of the trial court over the person of the appellant at the time the interlocutory judgment was entered does not affirmatively appear on the face of the record. Because appellant was improperly served, the trial court erred in finding that it had in personam jurisdiction over appellant and erred in entering the interlocutory default judgment and final default judgment. However, appellant by appealing this case has submitted himself to the jurisdiction of the district court and no new service is necessary. Tex.R.Civ.P. 123.

The judgment is reversed and remanded.

TEXAS CONSTRUCTION GROUP, INC., et al, Appellants,

v.

CITY OF PASADENA, et al, Appellees.

No. A14-83-601CV.

Court of Appeals of Texas,
Houston (14th Dist.).

Dec. 15, 1983.

Rehearing Denied Jan. 12, 1984.

Adjoining municipality brought action to enjoin construction of low-income housing project. The 125th District Court, Harris County, Michael O'Brien, J., granted temporary injunction, and builder and housing authority appealed. The Court of Appeals, Ellis, J., held that: (1) appellants failed to timely designate their points of errors, and thus, could not invoke presumption that nothing relevant was omitted from partial statement of facts; (2) specific recitals of facts and conclusions contained in order were sufficient to be treated as findings of fact and conclusions of law; (3) facts supporting appellants' substantial compliance with notice provision of statute which governs methods of notice required to publicize public meeting regarding site of proposed project were not undisputed, and thus, grant of temporary injunction was not abuse of discretion; but (4) finding that housing authority exceeded its authority by approving location of project on border between two cities was abuse of discretion.

Affirmed.

1. Appeal and Error ⇐766, 907(4)

Appellants, who did not designate their points of errors until one month following their request that partial statement of facts be filed with Court of Appeals, failed to timely designate their points of error, and thus, could not invoke presumption on appeal that nothing omitted from record was relevant to any of points specified or to disposition of appeal, and appeal was considered as one in which partial statements of facts was filed. Vernon's Ann.Texas Rules Civ.Proc., Rules 377(d), 385(a)(1), (d).

2. Appeal and Error ⇐907(4)

Where only partial statement of facts is filed, it must be presumed on appeal that omitted evidence supports judgment of trial court.

3. Trial ⇐393(1)

Though trial court's memorandum of decision did not constitute findings of fact and conclusions of law, order granting temporary injunction which stated that housing authority failed to give proper notice of proposed project and exceeded its legislative grant of authority by approving site location of project within city limits when site adjoined another municipality and project adversely impacted upon burdens of adjoining municipality, fulfilled purpose of statute requiring filing of findings of fact and conclusions of law, and thus, were treated as such. Vernon's Ann.Texas Rules Civ.Proc., Rule 296.

4. Appeal and Error ⇐907(3)

In absence of statement of fact, findings of fact made by trial court are conclusive on appellate court, which must presume that evidence was sufficient and that every fact necessary to support findings and judgment was proved at trial.

5. Appeal and Error ⇐554(1)

Even without statement of facts, Court of Appeals is bound to review correctness of any legal conclusions drawn from facts found by trial court.

6. Appeal and Error ⇐954(1)

Appellate review of order granting temporary injunction is limited to determination of whether there has been abuse of discretion in granting injunction.

7. Injunction ⇐147

There is no abuse of discretion in granting temporary injunction when trial court bases its decision on conflicting evidence.

8. Municipal Corporations ⇐89

Provisions of statute which governs methods of notice required to publicize public meeting regarding site of proposed housing project before such site is approved are subject to substantial-compliance rule. Vernon's Ann.Texas Civ.St. arts. 1269k, 1269k, § 13a.

9. Injunction ⇐137(4)

Grant of temporary injunction against construction of low-income housing project was not abuse of discretion, where facts as to whether housing authority substantially complied with provisions of statute which governs methods of notice of public meeting regarding site of proposed project before such site is approved were disputed.

Vernon's Ann.Texas Civ.St. arts. 1269k, 1269k, § 13a.

10. Zoning and Planning 🔑236

Legislature did not intend that statute which governs obtaining of approval for housing projects require adjoining city to approve construction of housing project planned by another municipality's housing authority, merely by reason of project's proximity to adjoining city's border. Vernon's Ann.Texas Civ.St. arts. 1269k, 1269k, §§ 3(f), 8(b), 13a, 23c.

11. Injunction 🔑136(2)

In action to obtain temporary injunction against construction of housing project, finding that housing authority exceeded its authority by approving location of housing project on border of city, on grounds that project would adversely impact upon services and tax burdens of adjoining city, was abuse of discretion. Vernon's Ann. Texas Civ.St. arts. 1269k, 1269k, §§ 3(f), 8(b), 13a, 23c.

12. Trial 🔑9(1), 13.1(1)

Preferential early trial setting should be granted whenever temporary order is entered, and date set for trial on merits should be specified in order.

Sidney J. Braquet, Washington & Randle, Roger Rider, Mayor, Day & Caldwell, Houston, for appellants.

John Ray Harrison, Daniel C. Pappas, Kissner & Pappas, Houston, Lee Clark, Asst. City Atty., Pasadena, for appellees.

Before J. CURTISS BROWN, C.J., and DRAUGHN and ELLIS, JJ.

ELLIS, Justice.

Texas Construction Group, Inc., Matterhorn, Inc., and the Housing Authority of the City of Houston ("HACH") appeal from an order granting a temporary injunction in favor of the City of Pasadena and intervenors, Paul R. Priddy, Frances Carmical, and Lewis Rockwell, to enjoin them from building a low-income housing project in the 1400 to 1600 block of Allen-Genoa Road in Harris County, Texas. We affirm.

Appellees sought a temporary injunction from the trial court on June 1, 1983, following approval of the housing project by the HACH Board of Commissioners in May 1983. Appellees argued that (1) appellants failed to give proper notice to all landowners within a one-quarter mile radius of the proposed project, in compliance with TEX. REV.CIV.STAT.ANN. art. 1269k, § 13a (Vernon Supp.1982–1983), and (2) appellants exceeded their statutory authority, as set out in Article 1269k, by building a housing project on the border of the City of Pasadena without approval of the City. The City claimed that such placement of the housing project would create an adverse impact upon the services and tax burden of the City of Pasadena, while intervenors alleged that the proposed project, if constructed, would adversely affect them by increasing traffic congestion, crime, flooding, sewage contamination, and reduction in the market value of their property. After hearing the evidence, the trial court granted the temporary injunction prayed for by appellees.

The appeal of this case was accelerated pursuant to TEX.R.CIV.P. 385(a)(1). In an accelerated appeal, the record and bond are to be filed with the appellate court within thirty days after the order is signed. TEX. R.CIV.P. 385(d).

[1] On August 6, 1983, appellants requested a partial statement of facts to be filed with this Court. The trial court's order was signed on August 16, 1983. On September 6, 1983, appellants filed a Notice of Limitation of Statement of Facts, setting out the points of error upon which they planned to rely. The last date permitted for filing the record was September 16, 1983. Upon receipt of appellants' Notice of Limitation, the City of Pasadena filed an objection to the notice as being untimely, pursuant to TEX.R.CIV.P. 377(d). This court granted appellees an extension of time in which to file additional portions of evidence.

Rule 377(d) reads as follows:

> (d) If appellant requests or prepares a partial statement of facts, *he shall include in his request or proposal a statement of the points to be relied on and shall thereafter be limited to such points.* If such statement is filed, there shall be a presumption on appeal that nothing omitted from the record is relevant to any of the points specified or to the disposition of the appeal. Appellee may designate additional portions of the evidence to be included in the statement of facts. (Emphasis added).

Appellees complain that by failing to designate the points of error to be relied on when the partial statement of facts was requested, rather than a month later, appellants are not entitled to rely upon the presumption that nothing relevant is omitted from the partial statement of facts.

In *Dresser Industries, Inc. v. Forscan Corporation*, 641 S.W.2d 311 (Tex.Civ.App.—Houston [14th Dist.] 1982, no writ), this Court held that appellant did not comply with Rule 377(d) when it failed to timely designate its points of error in its request for a statement of facts. Therefore, the presumption that the omitted material is irrelevant did not apply. The Court stated that while it supports the rule, the presumptions are of such magnitude that strict compliance with the rule is necessary to activate the presumption. *Id.* at 315. In the present case, appellant, by failing to timely designate its points of error, did not strictly comply with the rule, and therefore, cannot invoke the presumption.

[2] In light of our finding that 377(d) does not apply, this appeal will be considered as one in which a partial statement of facts has been filed. Where only a partial statement of facts is filed, it must be presumed on appeal that the omitted evidence supports the judgment of the trial court. *Englander Co. v. Kennedy*, 428 S.W.2d 806 (Tex.1968); *Dresser Industries, Inc. v. Forscan Corporation, supra; Levitz Furniture Co. v. State*, 471 S.W.2d 452 (Tex.Civ.App.—Waco 1971, writ ref'd n.r.e.).

[3] Appellants have attempted to characterize the trial court's Memorandum of Decision as findings of fact and conclusions of law, in accordance with TEX.R.CIV.P. 296. Appellees contend no findings were either requested or filed. We agree that the trial court's memorandum does not constitute findings of fact and conclusions of law. However, the trial court's order granting the temporary injunction states:

> On considering the evidence received and the argument of counsel, the Court issued a Memorandum of Decision On Plaintiff's and Intervenors' Application For Temporary Injunction on July 26, 1983, and the Court finds that Defendant, THE HOUSING AUTHORITY OF THE CITY OF HOUSTON, violated Article 1269k, Sections 3(f), 8(b), 13(a), 23(c), 13(a) [sic], V.A.T.S., in failing to give proper notice to all those entitled to notice within a one-quarter mile radius of the proposed project and in exceeding its legislative grant of authority by approving a site location of a project within the territorial limits of Houston when said site adjoins another municipality and such project adversely impacts upon the services and tax burdens of said adjoining municipality.

We believe these specific recitals of facts and conclusions contained in the order fulfill the purpose of Tex.R.Civ.P. 296. Thus, the findings shall be treated as findings of fact and conclusions of law in accordance with Rule 296. *Cottle v. Knapper*, 571 S.W.2d 59 (Tex.Civ.App.—Tyler 1978, no writ); *Peterson v. Peterson*, 595 S.W.2d 889 (Tex.Civ.App.—Austin 1980, writ ref'd n.r.e.); *Precipitair Pollution Control v. Green*, 626 S.W.2d 909 (Tex.App.—Tyler 1981, writ ref'd n.r.e.).

[4, 5] In the absence of a statement of facts, the findings of fact made by the trial court are conclusive on the appellate court. We must presume the evidence was sufficient, and that every fact necessary to support the findings and judgment was proved at trial. *Southard v. Southard*, 567 S.W.2d 570 (Tex.Civ.App.—Tyler 1978, no writ); *Mosolowski v. Mosolowski*, 562 S.W.2d 24 (Tex.Civ.App.—Tyler 1978, no writ). However, even without a statement of facts, we

are bound to review the correctness of any legal conclusions drawn from the facts found by the trial court. *Mial v. Mial,* 543 S.W.2d 736 (Tex.Civ.App.—El Paso 1976, no writ); *Dutchover v. Dutchover,* 334 S.W.2d 569 (Tex.Civ.App.—El Paso 1960, no writ).

[6, 7] Appellate review of an order granting a temporary injunction is limited to a determination of whether there has been an abuse of discretion in granting an injunction. *Davis v. Huey,* 571 S.W.2d 859 (Tex.1978). There is no abuse of discretion when the trial court bases its decisions on conflicting evidence. *Id.* at 862.

In their first point of error, appellants contend the trial court abused its discretion in granting the temporary injunction based on its findings that appellants failed to give proper notice to those entitled to notice within a one-quarter mile radius of the proposed project.

TEX.REV.CIV.STAT.ANN. art. 1269k, § 13a(b) sets out five specific methods of notice required to publicize a public meeting regarding the site of a proposed project before such site is approved. The following provision is included:

> The commissioners *shall mail a notice* containing the same information 30 days before the date of the meeting to any person who owns real property within one-fourth of a mile radius of the site of the proposed project. The *commissioners may rely on the most recent county tax roll for the names and addresses of the owners.* (Emphasis added.)

Appellants claim that they complied with the notice requirements. They argue that any inadvertent omission of a few names from their list made up from the tax rolls, or the failure of some property owners to receive such notice, did not preclude compliance with the statute.

[8, 9] We agree with appellants that the notice provisions of Article 1269k are subject to the substantial compliance rule. *See McConnell v. Alamo Heights Independent School District,* 576 S.W.2d 470 (Tex.Civ.App.—San Antonio 1978, writ ref'd n.r.e.); *Stelzer v. Huddleston,* 526 S.W.2d 710 (Tex.Civ.App.—Tyler 1975, writ dism'd); *Burton v. Ferrill,* 531 S.W.2d 197 (Tex.Civ.App.—Eastland 1975, writ dism'd). Nevertheless, on the basis of the partial record before us, we cannot say the facts supporting substantial compliance with the notice provision of Article 1269k are undisputed. Therefore, we do not find the trial court abused its discretion. We overrule appellants' first point of error.

In point of error two, appellants claim the trial court abused its discretion in finding that the HACH exceeded its authority by approving the location of a housing project on the border of Houston and Pasadena. The court found HACH had violated Article 1269k, Sections 3(f), 8(b), 13a, and 23c, by approving the location of the project when it would "adversely impact upon the services and tax burdens of said adjoining municipality."

[10, 11] We have carefully examined the bill analysis and floor proceedings of House Bill 796 [1] which amended Article 1269k, as well as all sections of Article 1269k, and we have concluded that the legislature did not intend that the statute require an adjoining city to approve the construction of a housing project planned by another municipality's housing authority, merely because of its proximity to the adjoining city's border. We find the trial court failed to properly apply the law in this instance, and clearly abused its discretion. We sustain appellant's second point of error.

[12] While we affirm the trial court's action in issuing the temporary injunction, we find nothing in the record to indicate whether or not a preferential trial setting was granted for trial of this case on the merits. We believe the trial court's failure to set an early trial date for this case has caused undue delay and hardship on the parties, and we vigorously re-urge our position that an early trial setting be made whenever a temporary order is entered, and that the date set for trial on the merits be specified in the order. *Texas Foundries v.*

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[1] Tex.H.B. 796, 67th Leg. (1981).

International Moulders and Foundry Workers' Union, 151 Tex. 239, 248 S.W.2d 460 (1952); *Reeder v. Intercontinental Plastics Manufacturing Co.*, 581 S.W.2d 497 (Tex. Civ.App.—Dallas 1979, no writ); *Gonzales v. Norris of Houston, Inc.*, 575 S.W.2d 110 (Tex.Civ.App.—Houston [14th Dist.] 1978, writ ref'd n.r.e.).

The order of the trial court granting a temporary injunction is affirmed.

NCR CORPORATION, et al., Appellants,

v.

MR. PENGUIN TUXEDO RENTAL AND SALES, INC., Appellee.

No. 11-83-218-CV.

Court of Appeals of Texas,
Eastland.

Dec. 15, 1983.

Rehearing Denied Jan. 12, 1984.

Appeal was taken from order of the 42nd District Court, Taylor County, Donald H. Lane, J., which denied motion for stay of action pending arbitration. The Court of Appeals, Dickenson, J., held that the order was not appealable.

Dismissed.

1. Appeal and Error ⇐66, 79(1), 80(1)

Appeal may be prosecuted only from final judgment; in order to be final, judgment must dispose of all parties and all issues pending before the court.

2. Arbitration ⇐6

Where 1978 agreement did not show that it was concluded upon the advice of counsel, arbitration provisions were not enforceable under the Texas General Arbitration Act. Vernon's Ann.Texas Civ.St. art. 224 et seq.

3. Arbitration ⇐23.17

Where none of the agreements involved in the proceeding would be enforceable under the General Arbitration Act, provision of the Act for interlocutory appeals was not available. Vernon's Ann.Texas Civ.St. arts. 224–1, 238–2.

4. Arbitration ⇐23.17

Order denying arbitration in action to which the General Arbitration Act was not applicable was not appealable. Vernon's Ann.Texas Civ.St. art. 224–1.

Donald L. Anderson, Jr., E. Lee Haag, III, Whitten, Haag, Hacker, Hagin & Parker, Abilene, for appellants.

W.L. Burke, Jr., Burke & Weeks Law Office, Inc., Abilene, Richard L. Perez, Perez & McNabb, Orinda, Cal., for appellee.

DICKENSON, Justice.

Mr. Penguin Tuxedo Rental and Sales, Inc. sued NCR Corporation and its sales representative, Sanders Bailey, after a dispute developed over a computer system which had been purchased by plaintiff. Plaintiff alleged deceptive trade practices and fraudulent misrepresentations, seeking actual damages in excess of $100,000 and exemplary damages in excess of $2,030,000.

Defendants filed their "Motion for Stay of Action Pending Arbitration and Plea in Abatement." On August 15, 1983, the trial court entered its "Order Overruling Motion to Compel Arbitration." Defendants have attempted to perfect an appeal from this interlocutory order.

[1] The general rule in Texas is that an appeal may be prosecuted only from a final judgment, and in order to be final the judgment must dispose of all parties and all issues pending before the court. *Schlipf v. Exxon Corporation*, 644 S.W.2d 453 (Tex. 1982); *North East Independent School District v. Aldridge*, 400 S.W.2d 893 at 895 (Tex.1966); *Cessna Aircraft Company v. Hotton Aviation Company, Inc.*, 620 S.W.2d

Chairman **Gonzalez**. Before we recess for about 20 minutes, I would ask those persons here in the room who desire to be heard at the end of the testimony, where we list the formal list of witnesses, please sign up with the staff here. If you raise your hand, we will meet you in the back of the room, I believe.

Oh, be sure to sign up. There is the list.

Again, I do not know how to thank you sufficiently, but we will be in touch with you and you will receive a transcript of the proceedings today so that you may correct or add to your testimony. Also, we may have some questions submitted in writing, some by myself and some by the absent Members of the subcommittee.

I will add this. From every single affected area, the Congressmen were invited. As I said, I know some had conflicts. They had made prior commitments on this great Columbus Day. But I do want you to know that we did advise and write the Congressmen who had an immediate relevancy to this hearing.

We will—unless either of the panelists has something additional to say—Professor Cuff?

Ms. **Cuff**. I would like to add this one additional document which is a newspaper published about Allen Parkway Village and the fourth ward. I think it would be informative for your committee.

Chairman **Gonzalez**. Very good. We will be delighted and honored to have that part of the permanent record.

[The newspaper article by Ms. Cuff follows:]

Forty blocks of Houston's Fourth Ward were nominated for historic district status to the National Register of Historic Places by the Texas Historical Commission Board of Review on 24 July 1984. While the Sixth Ward, Heights, and Main Street-Market Square historic districts preceed this current nomination, the Fourth Ward is the clearest example of an area where opposing public, private, and civic forces have locked horns in a battle to determine the future economic, social, and physical form of this strategic fragment of the city.

To date, tremendous amounts of contradictory information with resultant confusion have obscured the issues and stereotyped the players.

The Fourth Ward elicits a wide variety of responses from unsightly slum to thriving inner-city neighborhood. Concentrating on Allen Parkway Village, Diane Y. Ghirardo argues in her article, "Wielding the HACHet at Allen Parkway Village" that not only is the demonstrated need for public housing in Houston at risk if this project is demolished, but the resulting social costs created by dislocation are more than Houstonians are willing to bear. Drexel Turner, in a brief essay entitled "The Greening of Allen Parkway Village" proposes to gradually turn Allen Parkway Village into an inner-city park, thereby increasing Houston's tax base in the surrounding area. Dana Cuff brings the reader up to date on current activities to save the existing low-income residential use of the Fourth Ward.

In "A Fourth Ward Overview," Cite *solicits through specific questions the dreams, intentions, and frustrations of some of the participants involved in the evolution of this neighborhood. Efraim S. Garcia is the director of Houston's Department of Planning and Development. Deborah Post is an assistant professor of law at the University of Houston Law Center. Francis Corso is a broker with Metropolitan Development, a major landholder in the area. Gladys House is the president of the Freedman's Town Association. Carvel Glenn, a vice president of Gemcraft Homes, while not directly involved with Fourth Ward issues, uses his knowledge of Houston's housing market to analyze the prospects for residential development in this neighborhood. Robert Eury is the president of Central Houston Incorporated, which has a mandate from Houston's downtown business community to evolve plans for the revitalization of Houston's inner city. Lenwood Johnson is the president of the Allen Parkway Village Resident Council. Earl Phillips, executive director of the Housing Authority of the City of Houston was asked to participate in this present forum, but declined to respond to* Cite's *queries. Thanks to Dana Cuff, James Murdaugh, Janet M. O'Brien, Andrew Rudnik, and William Stern for their contributions of time which made this commentary possible.*

This series of articles, essays, and short interviews does not attempt to articulate a solution to what is admittedly a complex set of issues involving conflicting interests and ideologies. Rather this overview is an incomplete dictionary of ideas and forms of some of the personalities who would shape part of Houston's future. The collection of these ideas is only an incremental tool which may help to stimulate a further public dialogue about upcoming decisions which affect not only the Fourth Ward, but the shape and tenor of Houston. (JK)

A Fourth Ward Overview

Photographs by Paul Hester

Cite: *How would the City of Houston work with the private sector and area residents to redevelop the Fourth Ward?*

Efraim S. García: What we want to do is develop a scheme for redevelopment that specifically addresses what exists in the Fourth Ward. Of all the neighborhoods we're working in, this is the only one in which 90 percent plus of the residents are tenants. It is the only neighborhood where the street pattern is very substandard - 30-foot wide streets throughout the area. It is the only neighborhood which is still sewer-restricted, even though it's in the 69th Street Wastewater Treatment Facility area. The infrastructure is not there to provide connections to the 69th Street plant. So we have to start with a pragmatic approach as to how we're going to build in the Fourth Ward. We have to recognize that the city does not have condemnation authority in the Fourth Ward. We're limited to the carrot approach. What kind of carrot can we wave in front of the property owners in order to get the best possible redevelopment of the area?

First of all, anyone who thinks that the area could be redeveloped so that existing families could remain there is just not facing reality. If the existing buildings are rehabilitated, we estimate that the monthly rentals would be around $800 per month. So obviously the existing families who are paying $50 to $75 to $100 per month, are not going to be able to remain. If we do not do anything in the Fourth Ward, eventually, under our current laws and rules, a developer can come in and install his own package sewage treatment plant and redevelop. Then the existing families will be displaced also. There is no scenario that you can look at - whether we preserve or clear - by which the families could remain there. That's been our paramount concern, although people don't think so. What are you going to do with the 6,000 people who are there? What can we best do for them? What we have done is to develop a scenario in which all 6,000 residents will end up in standard, subsidized housing in areas of their choice.

Efraim S. Garcia, director, Department of Planning and Development

We have developed what we think is a scenario to establish the goals achievable in the Fourth Ward. These are standard housing for everyone, an historic district of about six square blocks, and some low-income housing for the families who do want to remain there. The only way that we can assure that these things take place is to maintain some type of control over the development. But it has to be a voluntary control.

What we arrived at was the idea of having owners (about 16 family groups own 85 percent of the Fourth Ward) form a property owners association in which everyone has shares based on the square footage of land that each owns. Individual property owners are giving the association an 18-month option on their properties, basically turning their land over to the association. All of the land in the Fourth Ward is being priced at $20 per square foot, whether it's on the freeway or in the interior. When the association can show that it controls 85 percent of the land, then we will recognize them as a body that we can negotiate with. They're in the process of doing that - they're up to 75 percent. They must commit 20 percent of the land to those purposes that the city wants - an historic district and low-income housing. We will not even begin to develop a plan for the other 80 percent of the land. We estimate that this will be worth $150 to $175 million. Therefore, the guys putting up the $150 to $175 million can decide what the market dictates.

We have agreed that once we locate the historic district, it will be deed restricted to protect it. There has been sentiment from the community to preserve Gregory School and convert it to a museum. We have a complete block of shotgun houses, for example, that we will preserve. Then we also have a vacant block of land for relocation of select structures (which the historical people don't seem to like). If you identify specific buildings that are worth keeping, we can relocate them to this block and come up with a nice little cluster of the museum and some housing. We know we're preserving only a fragment of the neighborhood, but we think that's all that's achievable.

What the city commits to do is put in the new streets and utilities required to redevelop the remaining 80 percent of the land and restore the value of this land to what it would have been without the historic district and low-income housing. The developer won't have to do that. Of course we're hoping to do that with federal money. That's why we said that it was premature to try and impose an historic district now, because it's going to affect our ability to get federal money. If we cannot get federal money, then we will have to do some type of special assessment district or inner-city water district to permit the infrastructure to go in without the taxpayers paying for it.

Second, the city would assume the responsibility for relocating all the residents in conformance with the Uniform Relocation Act, which means that everyone would end up in standard housing with a rent subsidy of the type that the law requires. (And that's for four years. Then they go into the standard subsidy that the Housing Authority provides.)

And third, because we know that it's not going to be economically feasible to build low-income housing on $20-per-square-foot land, we will provide subsidies to whoever will develop the low-income housing. We're looking primarily to cooperative housing or low-income elderly housing. We will provide subsidies to those who develop it, whether or not they're non-profit, so that they can have an economical price.

That's the framework of the plan. Once we have agreed to that plan, the owners, in conjunction with the city, will make available the land on a request-for-proposal basis. Although we've had three or four major developers come forward and say "We want the land" - they're interested - we have set criteria in our request-for-proposals through which the city would have a hand in determining who the developer is going to be and the criteria that are going to be used.

The first criterion is going to be the price. The next criterion is the public-interest development requirements (such as elderly housing), which must be met or exceeded. The next item we would consider is the nature of the development proposed: the type and density of use, the development schedule, the total private investment. It's important to us because we leverage the federal money by private investment, so that the greater the private investment, the greater the federal dollars we would have. The city commits itself to cooperate with the developer in developing the plan for the 80 percent of the land, put the streets where he wants them, put the infrastructure where he wants it. Most of our analyses indicate that the area probably will develop in the span of five to ten years. Allen Parkway Village is 57 acres. In the Fourth Ward we have 88 acres of privately-owned land, 38 acres of right-of-way, and 9 acres of cemeteries. So basically what we have available is about 150 acres of developable land. And that could be absorbed in a period of five to ten years.

At press time, Garcia announced that the Fourth Ward property owner's association had control of 85 percent of the land in the area. (JK)

Deborah Post, assistant professor of law, University of Houston Law Center

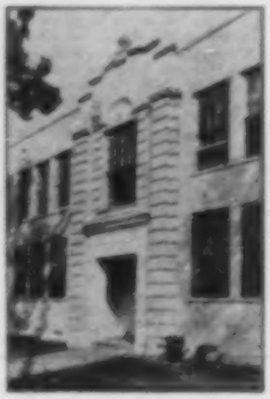
Cite:* *Why does the Fourth Ward deserve designation as an historic district?

Deborah Post: The criteria needed for nomination and listing in the National Register of Historic Places, as explained by the Texas Historical Commission, are that the object or property "be significant in American history, architecture, archeology and culture," and that it demonstrate "integrity of location, design setting, materials, workmanship, feeling, and associations." Additionally, the nominee must "embody the distinctive characteristics of a type, period, or method of construction . . ." or there must be an association with "the lives of persons significant in our past," or events that made a significant contribution to the "broad pattern of our history." According to these guidelines, the Fourth Ward merits designation as an historic district.

Inside the boundaries of the proposed district there exists the most remarkable collection of late 19th- and early 20th-century vernacular architecture. Many of the buildings, though structurally sound, are in need of repair. Yet one finds real beauty in the simplicity of many of the structures - L-and T-shaped houses, bungalows, gable-front houses, square houses with hipped roofs, and the many variations that can be seen in the shotgun houses that are scattered throughout the neighborhood.

Within this neighborhood you find the original homesteads of leaders who date back to the time immediately following emancipation. Jack Yates, the second pastor of Antioch Baptist Church, built his home with his own hands. It is still standing on Andrews Street. Yates exemplified the versatility and commitment of the leaders of the black community following emancipation. One of his finest achievements was the establishment of Houston College in 1885 to teach blacks trades like bricklaying and carpentry. Rev. Ned P. Pullum, whose home is also on Andrews Street, was pastor of Antioch Baptist Church and then Friendship Baptist Church, but he was also an entrepreneur who owned a brick works and rental property. Shotgun houses, most of which were admittedly constructed as rental property for purposes of speculation, represented one of the first attempts at entrepreneurial activity by black businessmen.

Among the most significant structures in the district are the churches - St. James M.E. Church, Friendship Baptist Church, Macedonia Baptist Church, Bethel Baptist Church, and the Good Hope Missionary Baptist Church. They are significant from an historical standpoint because more than anything else, these institutions provide a source of social cohesiveness. The integrity of the neighborhood, the sense of continuity, and the importance of history is maintained in part by virtue of the presence of congregations that date back to the late 19th century.



Gregory School

If there is one building that symbolizes the aspirations and the values of the community in which it stood, it is the main building of the Gregory Elementary School. The predecessor of the school was Gregory Institute, founded in 1872. The Nomination dates the present structure from 1929, but *The Development of Houston Negro Schools*, by Ira B. Bryant, Jr., written in 1935, refers to the "old" building which was constructed in 1905. The Nomination refers to the "modest classical decoration" of old Gregory. Perhaps this style is reflective of the aesthetics of the black community at the turn of the century. The same fascination with classical architecture was also reflected in the Colored Carnegie Library of Houston

Francis Corso, broker, Metropolitan Development

(now demolished), designed by the architect W. Sidney Pittman, son-in-law of Booker T. Washington. Houston's black community raised the funds necessary to buy the land on which that library, the first black Carnegie library in the nation, was constructed.

Throughout the 1920s, the homes of many of the more affluent doctors and lawyers were located in the San Felipe district, as it was then called, either along San Felipe (what is now West Dallas), or on Robin Street, which at that time extended well into downtown. Others, such as J. Vance Lewis, attorney and author of the *Red-book*, one of the few resources regarding the history of the black community in Houston, built their homes here. But the black middle class was the main market for homes in the Fourth Ward. It was composed of educators, like Pinkee Yates (a teacher at Gregory Institute and later at Colored High), and G.B.M. Turner (principal of Frances Harper School and one of the founders of Pilgrim Congregational Church); journalists and printers like Rutherford Yates (who owned and operated the first black printing press in Houston); and there were a number of clergy who lived in the district.

One cannot discuss the history of the United States without discussing the legacy of slavery and the segregation that followed. The lives of the residents of the Fourth Ward is illustrative of what was happening on a national level. In the Fourth Ward, the newly emancipated slaves and their descendants embraced the values and aspirations of the society that had enslaved them and then isolated them socially and culturally. When the City of Houston would not educate them, they opened their own schools; when the public hospital would not care for their sick, they established Union Hospital; when they were not admitted to the Houston Public Library, they found a way to build their own library; and when the city would not pave their streets, they did it themselves. The Fourth Ward deserves designation as an historic district and should be placed in the National Register because it is a part of the history of all Americans.

Cite: What do the numerous landowners of the Fourth Ward feel are the responsibilities and role of the city government and its associated agencies in planning for the future uses of their land?

Frances Corso: The significant participation of the public sector is crucial in achieving the investment goals of the Fourth Ward landowners because no development can take place there without a concrete plan to implement the establishment of an historic site and the orderly relocation of the area's present tenants, homeowners, businesses, and churches.

The availability of housing is a critical element for the welfare of Fourth Ward residents as well as many other citizens in our city and it is necessary to cooperate with the Housing Authority of the City of Houston which is charged with the responsibility of providing decent, safe, and sanitary public housing here. The existing street grid must be completely redeveloped and the massive replacement of the now-obsolete infrastructure is necessary.

In addition, the City of Houston is one of the largest property owners in the Fourth Ward. Without its cooperation the necessary cohesiveness of the land cannot be accomplished. With cooperation among the landowners, the City of Houston, the housing authority, and the "developer," we can accomplish all of these goals.

(Continued on page 12)

Gladys House, president, Freedman's Town Association

Cite: *How do you maintain a neighborhood given the present atmosphere of pending change in Freedman's Town such that the current residents can remain?*

Gladys House: You must first consider what you have to work with. Freedman's Town is Houston's oldest African-American community, and once interference by the mayor ceases, an historical district can become a reality. An historical district offers grants-in-aid to individuals wishing to have their buildings included in the district. It attracts economic and community development, offers tax breaks, and generates money for the community and the City of Houston as a tourist attraction. Such improvements would offer job-training programs for residents, thus bettering their opportunities to become financially independent. Once investors acknowledge the new and positive outlook in this area, they will be more receptive to feeding monies into community projects. The Freedman's Town Association would act as a resource to apply and obtain small business loans for residents interested in starting their own businesses.

Housing co-ops are popular throughout the northeastern U.S., but are foreign to Houston. Yet once a group sensitive to the preservation of Freedman's Town presents a package that could be supported by opposing groups in Houston then implementation will be welcome. Co-oping allows renters eventually to purchase their unit, and it is a known fact that homeowners better maintain their dwellings than renters. Also, renters in Allen Parkway Village could be hired to rehabilitate their buildings, thus cutting costs, reducing unemployment, and encouraging the residents there to take a vested interest in their neighborhood and in their homes as future owners.

Carvel Glenn, vice president, Gemcraft Homes

Cite: ***What issues affect the attractiveness of the Fourth Ward for the development of housing by large residential developers?***

Carvel Glenn: Following are seven issues which I believe affect the feasibility of residential development in the Fourth Ward.

The first is adequate identification of the *target market.* Examples of successful projects are numerous - from Greenway I, to Bryan Place (Dallas) to infill townhouses in Montrose/Heights. Each market segment places different emphasis on affordability, security, image, schools, unit size, building type, etc. Important to a development on expensive real estate is the depth of the market for high-density housing.

Land price is probably the most critical issue. I personally cannot envision a forest of high-rise condos or apartment buildings in the Fourth Ward. Although some innovative mid-rise prototypes might be introduced, I believe that a large development will be successful only if land can be priced such that a majority of the housing will be garden-apartment density or below.

The issue of appropriate building types relates not only to target market and financial feasibility, but also to the *image* of the area. It is important - assuming that rents or sales prices are not subsidized - that the development appeal to white-collar, middle-to-upper income people. The development must have an image separate from the Fourth Ward. Although "yuppies" may feel like pioneers in redoing Montrose or Heights homes, those Heights neighborhoods are tamer than the Fourth Ward.

Security of property and *personal safety* are related issues which will be of concern to residents in a location like the Fourth Ward.

The target markets selected will determine the appropriate *amenities* to be included in the project(s), whether they be racquetball courts, pools, bars, or manicured gardens.

A favorite urban design phrase is *critical mass* or *development threshold.* No developer is going to want to be the first one to enter a risky market, and yet each will wish he *had* been if the first one succeeds. It would be a lot more comforting if some gentrification had already taken place, or if the risks were shared to create an instant "critical mass," such as the development of half of the Allen Parkway Village site.

The last issue is the *Houston economy,* both real numbers and perception of them. When there are 50-70 thousand used homes on the market and apartment occupancies are at 75 to 80 percent, there is not a lot of pent-up demand to fill the walls of a Fourth Ward development. Houston is retrenching, and conservative buyers concerned about resale in a slow market will not be adventurous. I don't see the market being ready for a large-scale development in the Fourth Ward until Houston wakes up again.

Robert Eury, president, Central Houston Incorporated

Cite: *Central Houston, Inc. has published in recent months a plan for downtown Houston which provides a framework for the residential and commerical development along with the beautification of downtown. Does this plan take into consideration the adjacent Fourth Ward? Are the viability of Central Houston's planning goals affected by Fourth Ward development strategies?*

Robert Eury: In May 1984, Central Houston, Inc., a non-profit corporation for the betterment of downtown, published *Interim Design Plan for Houston's Central Business District.* The principal goal of the plan is to sustain downtown as the principal business, cultural, social, and entertainment center of the Houston region. The plan cites an objective to "provide housing in or near downtown." One action, "to start a downtown housing initiative," cites the necessity of close coordination between the public and private sectors. In recognition of the embryonic nature of downtown housing, the plan relates that the next step is to determine whether a market exists, to find feasible locations, and to find incentives such as tax abatement, utility provision, low-interest financing, grants, and/or land acquisition.

The working group responsible for the preparation of the plan agreed that there exists a number of possible locations for downtown housing. These locations include the southeast quadrant (near Root Square park), the Market Square area, the Cullen Center area, the Buffalo Bayou "island" area, the near north side, and the Fourth Ward. All of these areas would allow one to walk to work or to stores downtown.

Some time may be required before housing is developed and marketed in these areas. Central Houston's Interim Plan takes an opportunistic posture towards downtown housing, but it recognizes that housing is only one of many factors which would contribute to near-term increased vitality of the area. Central Houston is committed to design and planning and intends to prepare a more far-reaching vision for the central city within the next year. Such a plan will almost certainly speak with more specificity about the needs, opportunities, and initiatives for downtown housing.

Lenwood Johnson, president, Allen Parkway Village Resident Council, and son Len

Cite: *Why does Allen Parkway Village need to survive for the next two years/for the next 20 years?*

Lenwood Johnson: Allen Parkway Village (APV) will survive for the next two years even if nothing is done. However, there are problems that need addressing if it is to exist as decent housing. One problem is that the Housing Authority of the City of Houston (HACH) has an historically poor track record on maintenance. Another is the "war of attrition" - when families move out HACH closes the units without the Department of Housing and Urban Development's permission, despite a 10,000-family waiting list for subsidized housing.

One way for APV's problem to be addressed is if the tenants become organized. As an organized group, the tenants can attract public concerns and obtain legal help when laws are violated. The best hope is to have a paid tenant/management board with the power to hire and fire. This has been successful in places like St. Louis, Atlanta and Montgomery.

APV can only survive when taxpayers realize it is also in their self interest. Consider the fact that in 1940, the 1,000 units in APV were built for a few million dollars. Today, the same structurally sound buildings are slated for demolition with a replacement cost of around $75 million. Added to this will be the cost to society of placing low-income families in suburban areas away from their support facilities. There is no room for profit-making motives of private interest in public housing as long as the taxpayers are paying the bill.

The taxpayers have to make the city define its stance on public housing for low-income citizens. As long as there is poverty in the nation, there will be a need for public housing. The taxpayers have a decision to make. Will they help provide for safe, decent, and sanitary housing, or will they pay the greater but hidden costs of families living in unstable environments, where education, health, and discipline, for example, become secondary in the struggle to get by.■

Wielding the HACHet at Allen Parkway Village

Aerial view of the Fourth Ward, looking west from downtown (Photo by Paul Hester)

Diane Y. Ghirardo

The recent resolution of the Houston City Council (July 1984) to approve the Housing Authority of the City of Houston's (HACH) pian to demolish Allen Parkway Village caps at least seven years of determined efforts by a number of city agencies and Houstonians to clear away both the low-cost housing project and the housing in the adjacent Fourth Ward. If the demolition program is successful, black and white Houstonians will have been ill-served by their elected and appointed officials; taxpayers will shoulder entirely unnecessary burdens; and a few landlords and developers will be enriched at the expense of the rest of the community. The case of Allen Parkway Village (APV) raises at least two crucial questions for Houston:

- How does the community treat its least advantaged members?
- How are decisions made in Houston?

History

Allen Parkway Village was built during the Second World War as San Felipe Courts, wartime public housing for white defense workers. The land was acquired from its owners through eminent domain. As noted in the April 1942 issue of *Architectural Record*, design and structure of the complex were of special significance. The architects (MacKie and Kamrath, Claude E. Hooton, Eugene Werlin, and C. A. Johnson) managed to fit 1,000 units into 37 acres of Houston's predominantly black Fourth Ward without sacrificing ventilation or variety in unit size. Federal guidelines at the time encouraged fireproof construction; the buildings are of reinforced-concrete frames, with solid slab or pan-and-joist floors, cavity walls with brick exteriors, and hollow-tile plastered interiors. Referring to the solidity of construction, one Houston architect remarked, "If Houston ever undergoes nuclear attack. only Allen Parkway Village will still be intact." San Felipe Courts was built for white tenants; a chain-link fence kept them at a safe remove from the adjacent Fourth Ward. With the end of legal racial segregation in 1964, APV was desegregated, then became predominantly black. By the late 1970s, as land values in downtown Houston soared, APV's strategic site between River Oaks, the central business district, and Buffalo Bayou made it attractive as a potential development site. HACH authorities began seeking approval from the Department of Housing and Urban Development (HUD) in 1977 because, as J.L. Phillips, chairman of the HACH Board of Commissioners wrote to secretary Samuel Pierce in 1981, "Business leaders and developers have been approaching the authority for years to express an interest in the purchase of the land."[1] Phillips identified interest as "keen," but did not name developers. On the local scene, HACH pursued highly deceptive strategies to help ensure the sale of the project. Failure to maintain APV and attrition reduced the number of tenants by over one-third.[2] The Dallas Housing Authority pursued the same policy when it recently allowed Washington Place to deteriorate through lack of maintenance and failed to replace tenants when old ones moved, despite a critical shortage of low-cost housing.

Both in Dallas and Houston, the housing authorities advertised the supposedly adverse conditions of the two projects by leaving vacant and then boarding-up the units that faced onto major public thoroughfares. Clearly this move was calculated to prompt the middle and upper classes who drive by on their way to and from work to view each project as an "eyesore" - and hence gain their implicit support for demolition.[3] But while the beneficiary of the destruction of Washington Place was never in doubt (Baylor University Medical Center), the forces behind the decade-long struggle for the demolition of APV have operated largely under a cloak of secrecy.

Early plans to demolish APV stalled when HACH administrators were fired - the first and only time HUD had ever recommended such action anywhere in the U.S.[4] With the appointment of Earl Phillips in August of 1982 as housing director, HACH proceeded with its program to demolish APV with even more vigor.

HACH currently maintains a policy of "constructive eviction:" according to APV Resident Council President Lenwood Johnson, the authority refuses to allow families which have grown larger to move to larger quarters. When a family of four people is squeezed into a one-bedroom unit, the family eventually elects to leave, even if it means moving into substandard housing. For HACH and the Houston Department of Planning and Economic Development, destruction of APV is an essential pre-condition to the "urban renewal" of the Fourth Ward, a community of small late 19th- and early 20th-century shotgun houses which constitute Houston's oldest black community. For these agencies, plans which would demolish the Fourth Ward depend upon APV disappearing first.

The Actors

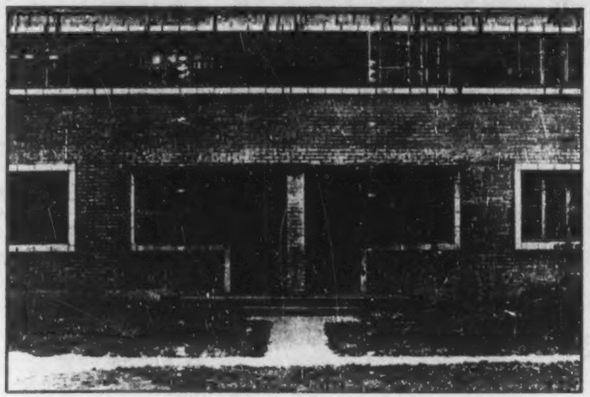
In the aftermath of a power struggle between HACH Director Earl Phillips and Planning and Development Director

> **A community disrupted and dispersed is likely to have far more — and far more expensive — problems than one that is nurtured and helped to improve. Unless taxpayers blindly are willing to take on this enormous cost burden, someone will have to talk publicly about who pays and who reaps the profits in the Fourth Ward.**

Efraím S. García over control of the area, Phillips had to settle for APV while García retained control of the Fourth Ward.[5] Having worked closely with the Mexican-American community to accomplish the process for the rehabilitation of the Susan V. Clayton Homes low-cost housing project with the creation of the adjacent El Mercado del Sol on the eastern edge of downtown, García turned his energy toward relocating the blacks from the western edge of downtown rather than contemplating a renewal based on the Clayton/El Mercado example. His plan calls for Urban Development Action Grants (UDAG) to assist Fourth Ward families in their move out of the Fourth Ward, warning that if they fail to cooperate now, there will be no aid at all. For instance, García told me that if owners were to accept an offer from Hong Kong based Allright Inc., which has already acquired property on Heiner Street along the eastern edge of the Fourth Ward, residents stand to receive nothing.[6]

This kind of thinly veiled economic blackmail evades the central issue of whether the residents should be moved at all, who will pick up the tab, and who will reap the profits. García is quick to label opponents of his proposal as "white-do-gooders" and "outspoken blacks" who are not Fourth Ward residents.[7] The implication here (and he is not fully correct anyway) is that neither group has a right to participate in the fate of the Fourth Ward.

Steven V. Jarnigan is a real-estate developer who represents a coalition of Fourth Ward property owners which informally dates back several years but has been most active in the last two years.[8] Jarnigan believes that recent tax increases in the area, artificially low rents, and the poor condition of the houses leave redevelopment as the only option. He expresses concern about the well-being of the tenants, but finds building new housing the only option for them, and he insists that any development in the area will include 300-500 low-cost units (largely for the elderly, or inoffensive, poor). But although he realizes that this will still leave several thousand people homeless with no low-cost housing elsewhere, he can see no other viable alternatives for Houston.[9]



Detail of row houses, Allen Parkway Village, 1942, Associated Housing Architects of Houston, architects (Photo by Richard Riviere)

> **The important point, however, is that issues such as the fate of Allen Parkway Village and the Fourth Ward never do come onto the public agenda. One or two city council meetings in which a proposal sails through does not constitute an agenda.**

Against the power and money represented by those who want to destroy APV and the Fourth Ward stand Lenwood Johnson, president of the APV Resident Council; community activitist Barry Klein; the Freedman's Town Association; the Fourth Ward Ministerial Alliance; Rice professor Dana Cuff and other faculty members from Rice University, the University of Houston, and Texas A&M; American Civil Liberties Union (ACLU) lawyer Stefan Presser; and a few architects from the area. Their financial and political resources are no match for those of their opponents, but even with meager funds and no staff support, they have managed to challenge the data and conclusions of the HACH committee charged with evaluating whether APV should be renovated or demolished.[10] Despite the limited resources of this group, HACH has tried to silence opponents in several ways.

Lenwood Johnson is a soft-spoken, disabled, single parent who has lived in APV for only a few years, but it did not take him long to realize that the black community in the Fourth Ward was in serious danger. Soon after being elected president of the APV Resident Council, Johnson initiated a broad-based attempt to learn about the planned demolition of APV. He sought help from Fourth Ward ministers and residents, but found little support for his view that "as APV goes, so goes the Fourth Ward." Events have proven the wisdom of Johnson's perception, and Fourth Ward activists are beginning to rally around the cause of the entire area. Raising some of the central concerns of APV residents and the larger black community, he began to attend HACH and city council meetings. His efforts did not go unnoticed by HACH, which undertook a variety of objectionable actions designed to make it difficult for him to carry out his duties as president of the resident council and perhaps to intimidate him into silence.

HACH denied him use of the photocopying services available to all other resident council presidents on the grounds that he used it too much (never mind that he represented one-fourth of HACH's public-housing stock). The lock in the APV community center was changed and he was denied a key, making it difficult to hold meetings.

At an APV resident meeting which he was chairing, HACH Director of Housing Management Karen Moone instructed police to remove Johnson - they threw him to the floor - despite the fact that HACH had no right to intervene in tenant meetings. U.S. District Court Judge Norman Black affirmed this in a hearing on 26 June 1984.[11]

At a resident council election in June 1984, HACH Director Moone first invalidated a number of ballots, and then, when Johnson won anyway, invalidated the entire election. Such intervention is not only unprecedented elsewhere, it threatens the rights of the tenants.

On another occasion, according to Johnson, when Houston's resident council presidents met with Phillips at a dinner meeting in 1983, only Johnson did not receive a meal.

As petty as these actions seem, they are the strategies HACH is employing to humiliate and silence Johnson. Such behavior by HACH is more reminiscent of some two-bit totalitarian state than it is of a democratic institution in the United States; tactics which aim to stifle dissent threaten not just Johnson, but anyone who attempts to voice principled opposition to the policies of appointed or elected officials.

Maintenance and Inflated Rehabilitation Costs

As any homeowner knows, if you undertake no repairs on a structure for a decade, it will become dilapidated. Nothing has been done to APV for nearly a decade, and not surprisingly, it has become dilapidated. Beginning at least in 1977, HACH authorities failed to maintain APV in order to enhance the argument that it ought to be torn down; once they had made the proposal to Housing and Urban Development, HUD promptly denied HACH federal funds to repair a project which might be torn down at any time. HUD's grounds were, not unreasonably, that it would be a waste of taxpayer money.[12] Even by HACH's own wildly inflated figures, tearing down APV and moving the tenants is going to be more than twice as costly as rehabilitating it. The cost of rehabilitating APV is a very troubling issue in the whole matter, and cuts right to the heart of what is being hidden.

In the September 1983 HACH report, the total estimated cost of rehabilitation is set at $36.2 million, or $36,200 per unit. At the very same time, renovation of Clayton Homes is set at $14, 546 per unit: units in much the same condition as APV. Elsewhere the job has been done for considerably less than $20,000 per unit. In San Antonio, for example, projects were modernized for between $15,358 and $18,181 per unit.[13] At Clayton Homes, HACH plans to do site work, modernize exteriors, and do interior remodeling; these are precisely the changes that are necessary at APV. Robert S. Means's annual publication, *Building Construction Cost Data*, the standard reference manual for cost estimators, lists the cost of *brand new* public housing (low-rise) at $42,900 per unit. In the HACH report of 1983, HACH lists the costs of utilities site work at $8.70 per square foot; Means gives a figure for this kind of project of $6.56 per square foot.[14] Amount the other expenses, HACH lists $780,000 for security lighting. This will include, the report says, 10 high-pressure sodium fixtures per acre, plus building flood lamps and pavilion flood lamps. Given the amount of the site occupied by buildings, this figure appears ludicrous: lighting of this wattage (more appropriate for a parking lot) will light the project to a level comparable to high noon on the Fourth of July. HACH also claims that the facades need to be removed due to moisture penetration; close examination by architects reveals cleaning and repointing the brick would be sufficient - *and* substantially cheaper.

Part of the cost for renovation derives directly from the HACH policy of not replacing tenants when they move; when an apartment is left unoccupied, sooner or later it will be vandalized. Initially, Phillips claimed that vacant units were not being filled because no one wanted to move into APV, and he denied that there was a waiting list.[15] When HACH decided to evict Indochinese tenants who had bribed a housing official to find apartments at APV, however, Phillips based his action on the grounds that they had moved ahead of others on the waiting list.[16] A waiting list finally emerged, but only after legal action was initiated by the

Fourth Ward youngsters play basketball on a neighborhood court (Photo by Phyllis Moore)

ACLU. The size of the list made it clear that, even with APV, Houston's need for low-cost housing is enormous.

The Decision-Making Process in Houston

Houstonians ought to be upset about the way decisions are made in their community - especially when they have to pay the bill. The cards regarding APV have never been laid on the table by Houston officials. As the record shows, the entire campaign against APV and the Fourth Ward consists of misinformation, no information, crucial information withheld, concealed, or distorted, and opponents threatened and intimidated. Clearly a great deal of money for someone is riding on the fate of APV - which no doubt explains why it could not be placed fully on the public agenda.

Looked at in the cold light of day, Houston's largest and most solidly constructed public housing complex - paid for by taxpayers, structurally sound and not a nest of crime and vice - will be demolished in order

- to allow potential developers full use of a site between River Oaks and the CBD, overlooking Buffalo Bayou, for expensive housing or office towers, and a few hundred units of public housing for the low-income elderly; and
- to force taxpayers to subsidize a complete revamping of the road, sanitation, water and lighting systems to "make the site attractive to developers."[17]

One proposal on the agenda is to create a tax-increment zone whereby taxes on Fourth Ward land would be frozen for up to 40 years so that as development occurred, tax revenues over the base would be used for infrastructure improvements *only in the zone itself*. Thus not only would new Fourth Ward development *not* increase the tax base for Houston as a whole, it would ensure that taxpayers pick up increased general costs - even those generated by the zone itself (police, fire, administration) - in addition to the normal increases generated by inflation. Another problem with this kind of financing is that, unlike other bonds, voters need not be asked to approve it: it can be done by fiat. Developers cannot lose under the current "redevelopment" plans for the Fourth Ward and APV.

The Cost to Taxpayers

At minimum, then, through various levels of taxation, taxpayers will be paying for storm systems, sanitary systems, water systems, gas systems, underground electric systems, demolition of APV and the Fourth Ward, relocation costs for up to 12,000 people, and new low-cost housing and Section 8 housing subsidies for an indefinite period of time. Taxpayer dollars are being used to alleviate costs to developers and to help current owners sell their property. Do Houston's taxpayers really want to subsidize the enrichment of developers - and then also bear the cost (through federal tax subsidies) of relocating and housing several thousand residents?

Placing this issue on the public agenda hardly guarantees a just solution. As John Kenneth Galbraith noted in a recent article, prosperity and the achievement of middle-class status following the Depression and World War II seem to have led to less, rather than greater, concern for the well being of the poor and disadvantaged. Although exactly what has fueled this tendency is not clear, that it is a real force in contemporary politics is increasingly apparent.[18] Nothing seems to have aroused Houston citizens as much as the prospect of having a low-cost project in their neighborhood, and in fact, for the past few years, they have successfully resisted such proposals.[19] This is known as the NIMBY effect: "not in my backyard," and that is about the only answer that Houston's neighborhoods have to the problem of where to house low-income families. By contrast, the Fourth Ward welcomes APV, and is no doubt the only community in the city that would.

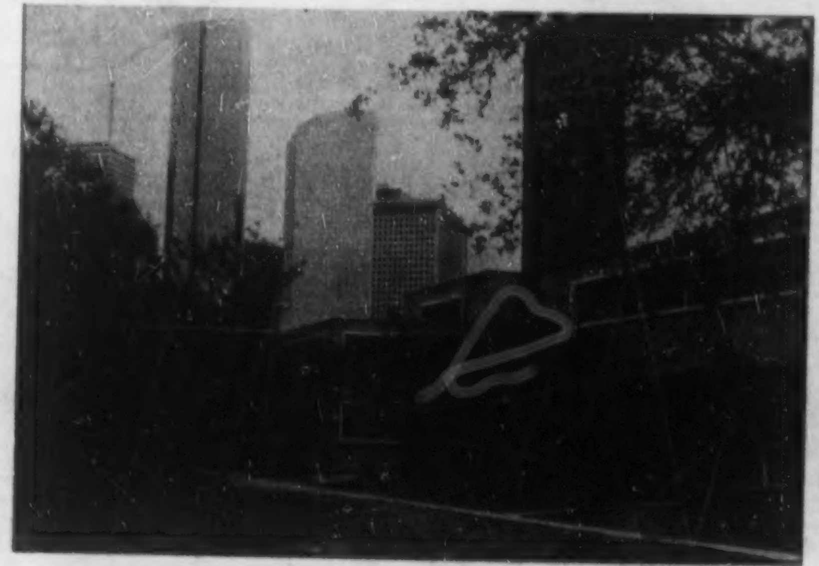
The important point, however, is that issues such as the fate of APV and the Fourth Ward never do come onto the public agenda. One or two city council meetings in which a proposal sails through does not constitute an agenda. By public agenda, I refer to the presentation of diverse points of view, careful study of the long-term consequences of a decision, not only in that section of the community immediately affected but on the entire community in future years.

Placing matters on the public agenda demands *real* debate, not attempts to silence different points of view; it demands a press which resists mindlessly repeating official pronouncements; it demands committees to study the proposal which are not hand-picked to ensure a certain kind of response. And finally, it demands a community which perceives itself as a community and is willing to become involved in deciding issues which affect the community.

For a democracy to exist, citizens must participate in the decision-making process, but this cannot happen if they are ill-informed about issues. HACH's deceptive report, its attempts to silence opponents, its failure to maintain APV, and its wildly lopsided distortion of renovation costs make it impossible for Houston's citizens to make responsible decisions now. Placing APV on the public agenda is the first of many steps that Houston must take toward the creation of a community which serves the interests of more than a few wealthy developers.

If we assess Houston by the way it treats its minorities in APV, the community emerges as seriously deficient. Blacks and Indochinese in APV and the Fourth Ward will be forced out of their homes as well as their communities, with all that that implies: displacement anxieties, increased death rate among the elderly, and increased community problems. If APV were like Nickerson Gardens in Los Angeles, where 5,000 people live in a project which has a crime rate 12 times higher than other places in Los Angeles, then there might be reason to tear it down. But it is not.

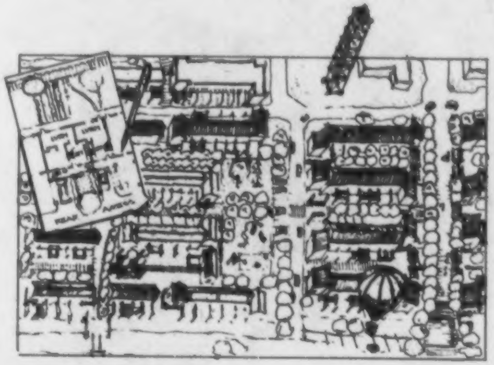
There are other possibilities which would maintain the low-cost housing, permit tenants to become owners and to improve their property, ensure a fair return on their property to landlords (who have taken tax benefits for depreciation over the years, too), and spare the community. Among these are cooperative ownership with tenants allowed to share ownership with a public body, as has happened in St. Louis. Such programs gradually reduce public monies, allow tenants a stake in the community, and enable them to work to make their housing better. Jarnigan believes such programs are too advanced for Houston, but in fact, there are no reasons why the city could not explore them and begin to blaze some trails. A commundisrupted and dispersed is likely to have far more - and far more expensive - problems than one that is nurtured and helped to improve. Unless taxpayers blindly are willing to take on this enormous cost burden, someone will have to talk publically about who pays and who reaps the profits in the Fourth Ward.■

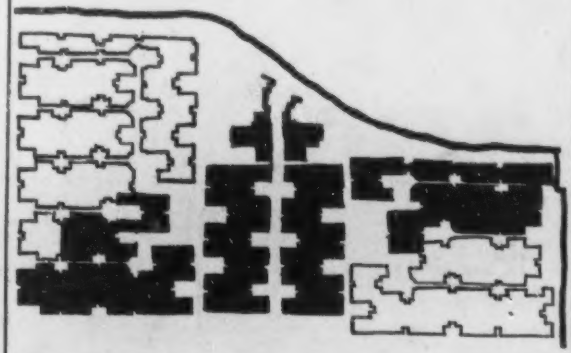


View of Allen Parkway Village and downtown skyline (Photo by Richard Rivero)

Allen Parkway Village Charette

Two solutions were awarded first place in the weekend design competition to rehabilitate Allen Parkway Village. Below: By Rice students Martin Murray, Ben Stern, Jane Tannehill, and Torin Thurston. Bottom: By University of Houston students Thomas S. Chang, William Fischer, Elizabeth Kragas, and Cecile Zoquetra.





Notes

1 Robert L. Moore to Nancy Chisholm, letter of 4 November 1977. The name of the prospective buyer never appeared in correspondence between HACH and HUD, and remains secret today. Documents do attest to the fact that there was such an individual, however. City Councilman Lance Lalor charged in 1981 that former Mayor Jim McConn was "in league with developers" to clear out the Fourth Ward, and that he refused to spend funds for normal upkeep and improvements in the ward. *Houston Forward Times*, 21 March 1981. At the time of HACH's original proposal to HUD in 1977, APV was 95 percent occupied.

2 Karen M. Moore to Earl Phillips, "Occupancy Report for January 1984." Total units occupied numbered 608.

3 Public housing activists and HUD officials have found the same strategy pursued elsewhere as well.

4 HACH Director William A. McClellan and his financial director were both fired in April 1982 for financial irregularities.

5 In September 1983, HACH submitted a proposal to redevelop both APV and the Fourth Ward, and to keep both projects under HACH control. In the meantime, García and been pursuing his own strategy with Fourth Ward landowners and developers. See Leigh Hermance, *Houston City Magazine*, vol. 8, "Fourth Ward: A $100 Million Ghetto," May 1984, 106-111, 118-30, 137-45.

6 Steven V. Jarnigan of the Fourth Ward Property Owners Association expressed surprise when I related García's account of an offer from Allright Inc. some three or four months earlier: he said he had never heard of such an offer.

7 Hermance, "Fourth Ward," 119.

8 While some landlords pressured the HACH board to demolish APV and worked out the sweetheart deal with García that has the city and the federal government (read taxpayers) paying a hefty sum of money to clear and improve the land, García has figured out a way to use federal and local tax dollars to facilitate sale of the property. García has been working closely with the property owners group, and when I asked him who would be picking up the tab and who would be making the profits, he flew into a rage and hung up on me.

9 Historically, new low-cost housing has proven too expensive for the former residents to return to, and there is no guarantee that things would be any different in the Fourth Ward. Property which currently sells for $5-$6 per square foot but has been revalued at $10-$12 will be sold at $20 per square foot - while adjacent areas sell for $39 per square foot, and just across the freeway, the figure often exceeds $700 per square foot. The best guess is that the eventual sales price will be a good deal higher, but still lower, than adjacent areas. Despite the current economics of the situation, there is no question that things have arrived at this point because of the concerted efforts of a group of investors who have targeted the area for the next big development. Without this predatory kind of activity, the Fourth Ward and APV would not be in their current difficulties. If the argument is that current rents are "artificially low," it is equally true that current property taxes and values are "artifically high" because of speculative activity.

10 Johnson and Klein prepared a detailed critique and response to the September 1983 HACH report on APV and the Fourth Ward. Their November 1983 report challenged some of the fundamental premises and facts of the HACH report, and proposed viable alternatives which would spare APV and the Fourth Ward.

11 Johnson v. Housing Authority of the City of Houston, Civil Action No. H-84-2682 (S.D. Tx., 31 July 1984). See also Janet Elliott, Housing Authority Told Not to Meddle," *Houston Post*, 27 June 1984, 8B.

12 See, for example, the letter from Rogelio R. Santos of the HUD office to Earl Phillips on 27 January 1983, denying again a request to use funds allocated in 1979 for APV repairs.

13 Janet Elliott, "S. A. chooses facelifts for housing projects," *Houston Post*, 14 November 1983.

14 HACH figures for total costs, for utilities site work costs, for security lighting, and for all costs are found in Housing Authority of the City of Houston, "Technical Report: Allen Parkway Village/Fourth Ward," September 1983, 6-10. For the Means figures, see Robert Snow Means, *Building Construction Cost Data 1984*, vol. 42, Kingston, Maine, 1984, under the relevant headings.

15 Janet Elliott, "Vacancies Are Plentiful, But Renters Are Few for Allen Parkway," *Houston Post*, 24 November 1983.

16 Ira Perry, "Village Residents Staying," *Houston Post*, 1 January 1984. In both cases, information came from HACH spokesperson Esther delpolyi

17 García, interview, 21 September 1984

18 John Kenneth Galbraith, "The Affluent Society Reconsidered," *Los Angeles Times*, 2 September 1984, Section G, 1 and 4.

19 Residents of Spring Branch, Westbury, and even Pasadena have stopped Houston low-income projects in recent years.

I would like to thank my research assistant at Texas A&M University, Richard Riviere, for his help.

The Greening of Allen Parkway Village: A Modest Proposal

Drexel Turner

Over the past several years, the Housing Authority of the City of Houston has begun to take steps to dispose of Allen Parkway Village (APV). The housing authority anticipates that all or part of the 37-acre site would be sold or leased for redevelopment as offices or condominium housing - commodities that for the moment Houston enjoys in superabundance. Leaving aside the merits of retaining and rehabilitating APV in its present form as public housing, if the site is converted to other uses it should take the form of a more commendable public good than the accommodation of such staples as offices and upper- and upper-middle income housing.

One such public good would be a sizable near-town park to serve as an anchor point for Buffalo Bayou Parkway and as a recreational and scenic amenity for downtown and inner-city Houston. Not only is Houston park poor in the aggregate, it lacks park land in strategic locations. Philip Johnson, whose experience with Houston extends back to the early 1950s, noted in a talk to the Rice Design Alliance in February 1981 that Houston is so lacking in civic space that even 15 acres downtown would do much to remedy the situation. Allen Parkway Village is the last large site remaining in the public domain near downtown where it is possible to begin to make a substantial park. Such a park, linked to the bayou, would provide a front lawn for the city not unlike Central Park in Manhattan, the lakefront parks in Chicago or the Common and the Public Garden in Boston.

A park so situated could act as a focal point for the city's collective life, serving both as a public common and fair-weather rialto. It could be developed with a variety of outdoor performing spaces as the site of the Houston Festival. This aspect of the park might be further abetted by pavilions for dining and amusement, not unlike the Tivoli Gardens in Copenhagen or the Vauxhall Gardens of 18th-century London. The park could combine generous promenades and lawns with water and botanical features of considerable invention - cascades, conservatories, orangeries - and an assortment of playing fields and courts.

Although the 37 acres of Allen Parkway Village would comprise an auspicious beginning for such a park, the site could be almost doubled in size by acquisition of the 13-acre site of Jefferson Davis Hospital adjoining APV to the west (which the Harris County Hospital District intends to offer for sale) and by the addition of nearly 15 acres of adjoining property which the city already owns (most of it occupied by a public-works vehicle-maintenance facility). Another 15 acres of privately-held properties situated along Taft and West Dallas streets account for what remaining land might logically be annexed to the park. Even at a prospective size of 65 to 80 acres, the park would still be much smaller than Hermann Park (407 acres) or Central Park (843 acres), but properly developed in concert with Buffalo Bayou Parkway it could achieve a comparable effect.

The investment required to assemble the larger part of such a park is less than half of the cost of a major high-rise building downtown and close to the projected cost of the Wortham Theater Center ($70 million) assuming that the 50 acres of Allen Parkway Village and Jefferson Davis Hospital would be acquired together for a price between $20-$40 per square foot ($41.5 million-$83 million). Dallas has embarked on a similarly ambitious parks project with the development of a $50 million arboretum and botanical garden on a 66-acre site adjoining White Rock Lake and is planning a town lake at the edge of its central business district which will cost in excess of $100 million. But since the entire City of Houston general obligation bond fund allocation for parks approved in September amounted to only $67 million for a period of at least several years, such a park would require a special financing arrangement of its own. Houston is capable of undertaking civic projects of this scale as demonstrated by the construction of the Wortham Theater Center with funds raised entirely from private sources.

One approach to funding might be to establish a tax-increment financing district so that the expense of the land assembly could be partly or wholly self-liquidating by capturing the value added to the surrounding area by the replacement of APV and Jefferson Davis Hospital with the park. Another might be for a consortium of foundations to pledge a certain annual contribution for a fixed period - perhaps four pledging $1 million each for 20 years - against which the housing authority could sell revenue bonds. The city might arrange to acquire the project in phases and further amortize the cost of acquisition with income produced by temporary parking leases; it might also consider developing permanent income-producing improvements such as parking garages underneath part of the park using civic center bonds. The city might trade the housing authority land it already owns which would be suitable for replacement housing sites. It might also trade hospital district surplus property (perhaps the isolated and disfunctional, for park purposes, remnant of Hermann Park adjoining Ben Taub Hospital on the south side of Outer Belt Drive) for the site of Jefferson Davis Hospital or even convert the main buildings of the hospital as an interim measure to augment its current inventory of office space (the city will pay nearly $1 million to rent additional office space this year).

Although acquisition and development of the park described above would constitute an ambitious civic undertaking, it would nevertheless be modest in comparison with the investment in office and commercial building which the central business district has experienced in recent years. Like the Wortham Theater Center, it would contribute to the spirit of the city in an enduring and dramatic fashion. A near-town park would make an extraordinary environmental present from the city to itself. ■

Chairman **Gonzalez**. The subcommittee will stand in recess until about 1:15.

[Recess.]

AFTERNOON SESSION

Chairman **Gonzalez**. The subcommittee will please come to order. We will proceed with the balance of the panel.

This next panel consists of Mrs. Johnnie Robinson, president of the Clayton Homes Resident Council; Father Tony Russo, Clergy vice president of the Metropolitan Organization; Ms. Arenia Edwards, president of the Houston Welfare Rights Organization; Mr. Robert Sohns, Jr., supervising attorney of the Gulf Coast Legal Foundation; and Ms. Bette Graham White, Human Rights Activist.

We will proceed while two of the witnesses arrive. If there is no objection, we will—unless either Father—or is that Mr. Sohns?

Mr. **Sohns**. Yes, sir.

Chairman **Gonzalez**. How do you pronounce that?

Mr. **Sohns**. Sohns.

Chairman **Gonzalez**. I had it right.

Mr. **Sohns**. Yes, sir.

Chairman **Gonzalez**. If neither of you has a time pressure, then we will proceed and recognize Ms. White and then go counterclockwise.

I want to thank each and every one of you for accepting our invitation and for taking time from your very busy schedules to be here. I think Ms. White's name I have read of. And thank you, Ms. White, very much, and you may proceed as you see fit.

Ms. **White**. Do you want to wait for Mr. Robinson or should we go ahead?

Chairman **Gonzalez**. Why don't we proceed. And when he comes in, we will have him proceed. That way, we will not interrupt your presentation.

STATEMENT OF BETTE GRAHAM WHITE, HUMAN RIGHTS ACTIVIST

Ms. **White**. You know, there is so much to say, Hon. Gonzalez, and yet there is nothing to say. You have heard a lot of different stories on behalf of our city. As you well know, there are just different things in perspectives, that you and I are on equal territories, that each of us comes with our personal biases and experiences.

I would like to say that, obviously from the way I speak and look, I do not live as a poor person in the fourth ward or Allen Parkway Village, and that I am the direct product of an advantaged family in San Antonio. The growing up during World War II and then in the 1950's, I had occasion to be in Europe, traveling to the Alhambra in Spain one day, and saw gypsies living in caves. And then as we stopped to look at the— something happened to me as I engaged the children in conversation, who appeared to be about 6 years old and it turned out they were 14, and I saw starvation for the first time. I found this a little shocking, but something did happen, to see a different kind of level.

That same summer, we were in Africa and we were going on vacation in French Morocco. And one day, the French-Arab War broke out unexpectedly. And I saw the street people massacred and killed, mostly women and children, who were helpless. And, certainly, something really happened. It tormented me a real long time, and I chart that part of history only in telling you my particular bias of persuasion.

Until 1966, having fished political cards for lots of campaigns over the years, with each of those speeches and promises of elected officials and their ideologies, I became a product of both and I believed that people had human rights and civil rights, and that their dignity was something to be treasured.

In the mid-1960's, I came to Houston to be associated with the Episcopal Church, and I continued that every moment of every day; never as a paid worker, but as a way of life, I made that commitment. In 1967, I heard of an area called the fourth ward. I was working on setting up a program at that time over in the east end of Houston where mostly Hispanics were at that time, because I had heard that children had failed two or more times in the classrooms. In setting up these summer programs for these children, being a representative of the church, I was able to go inside their homes.

I found in those homes that the conditions were less than adequate. I also found living in two or three rooms, 12, 14, and 16 people. Well, we continued working hard, and, as you now know, there is special education legislation. A handful of people made that happen, as is always true.

My church then made a commitment to the fourth ward. We found at that time in 1968 that 42 percent of the babies were dying before they were 6 months old in the fourth ward because they had no health care. We started a free clinic.

Again, we went into the homes, Mr. Gonzalez, and found once again, firsthand, living in two and three rooms, many many people, usually over 10 people per household. It was one thing to see in Spain and in Africa, the atrocities of people not having decent living, but on my own home territory, I was shocked. I was also shocked—I still have all the newspaper clippings, and certainly the newspapers remarks have all been a matter of record—that 19 years ago the fourth ward and Allen Parkway Village were referred to as the "Living Coffin." As soon as grant moneys began coming down, as far as I can remember, there have been studies about the deaths in the fourth ward and Allen Parkway Village since the mid-1960's. In fact, we have been represented in here by some illustrious State representatives, Senators, Congresswomen and men, city councilpersons and mayors; never one, Mr. Gonzalez, has spoken out on behalf of this issue that we're addressing today. Never one.

The only elected official, historically, in the 19 years I have been involved on a daily basis—once again, no one pays me ever for any of this—is when Jimmy Carter became the President. Chris Delacourt, who was head of Heritage Conservation Recreation Services, responded to a request, just as you have today, affirmative in perspective; he came and drove through and wept. And he said—this was 1977—"Why in all the years have the presidents and elected officials in this city, no one has ever spoken of fourth ward and Allen Parkway Village?"

He began initiating at that time trying to have it declared for the National Historical Register. HUD at that time also stepped in to—there was a petition at that time to try to do away with Allen Parkway Village—this was 1977. It held for awhile; of course, now it has been changed again. But the issue is the same.

We have had VISTA workers, Mr. Gonzalez, to help the people learn how to organize and speak for themselves in the area. Now there is a resident council who daily works in trying to make the system work themselves. Congress responded to the United Nations in 1978 when the Indochinese were drowning in the Malaysian waters and asked everyone possible that could bring Indochinese into their communities; remembering, he limited all the rules and regulations and asked people to welcome them into their communities. The fourth ward is where they went, to the Downtown YMCA. I personally set up a relocation effort for that.

In setting that up, townspeople living in cardboard boxes, in garbage cans, under twigs and bricks—you name it; the atrocities are horrible. This was 1967, Mr. Gonzalez; the conditions have never changed. Never changed. The studies have continued.

I was the community development commissioner in 1975, 1976, and 1977; got many, many dollars allocated for the fourth ward. To this day, not one penny has ever been spent.

The city of Houston used the fourth ward and the Allen Parkway Village project as the model when they approached the U.S. Government originally for community development funds; even won awards for film making; telling stories of the fourth ward's dilemma, and got a tremendous community development package. It was the model. Never one penny.

It is very easy to talk about this entity, the fourth ward, Freedmen's Town, Allen Parkway Village as though it is some Asbury Place on geographical maps. Let me address an immediate issue.

As you are well aware of, because of this new legislation or legal petition, those who are incarcerated, in prison, in mental hospitals, are being released in Texas. Mr. Gonzalez, it is unbelievable how these people are living in Houston. Headlines, banner headlines, whether it is about the $10 million that was given some years ago and yet was denied or pussy-footed around back here earlier by the authorities; whether the issue is what homeless are and whether we have a need or not. The National Institute of Mental Health, until the President gutted that, issued a triannual report about this community, all of which are on file at the Houston-Galveston area council saying Houston, TX—first it was, they are headed for a corporate nervous breakdown. The latest one said Houston, TX is having a corporate nervous breakdown.

The problems of alcoholism and drug addiction and the homeless, all of these things, as you well know, go hand in hand. We have literally hundreds of thousands of people at one point in time, in any 3-year period, who are on the streets without homes.

I don't own a home. I have never owned a home. I am one of the most educated women in the country, listed in the International Who's Who for all my work; I've been evicted in this city so many times, not able to pay the rent on the first of the month. Also because of caring; it is not popular in Houston, TX to be an advocate for the poor. We are very tired. We are a handful of people, Mr. Gonzalez. I am not a lawyer.

I know there are such things as sweetheart legislation. I know every city has people who say we are special. You know, there is something special and different about Houston from Dallas. Houston's independent school district is recognized by the Government as one of the leaders. Billy Reagan, too, came in the sixties from San Antonio, and he has been a friend, and made a commitment to the fourth ward where we have the very most overcrowded school. He went into the homes himself in the area and saw how people were living and saw the false promises. If you believe at least maybe the school district made a commitment and demonstrated what could happen in using Federal dollars in trying innovative kinds of things, one of the best magnet schools in our city is housed in the fourth ward.

The biggest problem for the children is because they don't even have room to study at home. They are so squeezed up. It is a constant threat of eviction which is really perpetuated since the gathering of the National Historical Register. Efraim Garcia has called it in public—the television people all laughed this morning when he told that about it, getting on the Register. He fought it in public. Yet everything is against the people who live there and who are for it.

The city should be that which advocates to the people and their rights. You do not have leverage another kind of way. The people in the community have done everything humanly possible that has to do with low income-housing for the poor. I, myself, have no special interests in the fourth ward and Allen Parkway Village except with an educated guess and estimate—it's kind of a cliche in our community as, as goes the fourth ward goes the needs of the city of Houston.

It is a very small, self-contained area. The difference in the fourth ward and what continues to make it politically easy to talk about is that it does have a heart. It has a very great heart. If the people there welcome whoever the refugees are at the time, whether it's the Indochinese or the Soviet Jews or whomever, they all passed through and they make it. You saw Ms. Gladys' House. You know, I cried when I saw her in—I've known her since she was a little tiny girl. She is now going to law school. She has made this a lifetime commitment. It's not that she couldn't live someplace else, but she's given herself to a life of helping other people, mostly old people who nobody talks about.

Dr. Irving Bells, who is the head of Mental Health/Mental Retardation, Adult Services, is in Montreal, Canada today, and asked me to say a few words to reiterate some of the things he and I talked about at one time over the last several years.

The mental health need for housing and have been mentioned in a one-liner but now those who are coming out of prison are really perpetuating this crisis emerging from the situation. Neither at the local or the State level is anyone really giving any kind of an ear to the traumatic impact, particularly on Houston.

You know, we have done a very good PR job that somehow employment is better here than in most parts of the State. The reality is that that is not true. We have had over the years a number of mass murder situations. Kids beheaded. I have an 18-inch scar across my abdomen when I was the first woman to campaign for mayor in 1977 and 1979. And I went into a housing development area in the west end of Houston, supposedly one of the nicer ones, at 2 in the morning. It was night, and I just said, "Before we go any farther, let me tell you I don't know what I'm doing here because we have so many women beheaded." What is happening that there is this kind of aggression?

The reality found that it is the overcrowding, the tremendous overcrowding and the hopelessness of people. They cannot find answers to these questions and the issues and their needs to be met.

I do not know what you can do except I know for nearly 25 years, you have had a pretty good handle and a commitment on this issue. I will say to you that every opportunity on behalf of city government—again, all these things are part of public record—whether it was—we have no public psychiatric facility, for example. All of our people go to Austin, Austin State Hospital. We recently did get land donated and money allocated through the State. The mayor and the city council passed a resolution because we ended up in a legal entanglement in the State; they passed a resolution saying that they did not support this, did not want this. We beat that. As late as January, we went back and asked them to please rescind it, make a commitment to poor hurting people.

You know the numbers. You know the kinds of people that are being locked up. You know the population groups that they come from. We have not only a problem and a crisis; we need someone to check in the cause. We need someone to lead it. Just like the people who are drowning in the Malaysian waters, we need someone to talk in particular about Houston, TX.

Houston, TX historically grew, as you know, because of the buildings and developers and new construction. And the little contributions, the decisions that are being made, that kind of thing, you know, there is tremendous power in dollars. We must appeal to you in behalf of the poor, and not only those who are financially poor, but the spirit is becoming very broken of people who have been advocating for these issues.

I don't know, really, what any of this accomplishes because it seems to be one person's name and position and word against another one; except to say that if any truth has been revealed, it certainly seems to be manifest in those who have been there.

There have been statements made that the churches have coalesced and are meeting the needs. You need to ask in your follow-up the specifics—and I'm not against the churches; I'm with them. But the few that are—it is a handful of apartments. It is a handful of programs. It is nothing to dent and is mostly with low risk. People are dumped out when they get out of prisons and the mental hospitals at the bus station and they have no place to go. Tremendous—crimes, all of those kinds of things which nobody has dared to tell today.

These are the issues we must look at. Those also are the people who know and are considering. And I hope you will follow up and make some contacts with those who are not represented here today.

Ms. WHITE. Do you have any questions?

Chairman GONZALEZ. Yes, we probably will have some questions and maybe some reaction, Ms. White.

We were going to proceed and recognize the rest of the panel and then ask the questions.

I was going to inquire if Ms. Arenia Edwards has come into the room in the meanwhile or Ms. Robinson?

Mr. SOHNS. Congressman Gonzalez, Ms. Edwards is in the hospital at the present time. It is my understanding that O.C. Johnson would be here from the WRO to represent the Houston Welfare Rights Organization. I don't know if Ms. Johnson is here or not.

Chairman GONZALEZ. O.C. Johnson?

Mr. SOHNS. Yes, sir. That was my understanding.

Chairman GONZALEZ. I don't believe so.

Mr. SOHNS. OK.

Chairman GONZALEZ. We also have Mrs. Robinson?

Apparently, also. But we were not aware of it. We are sorry to hear about that.

Mr. SOHNS. Ms. Edwards has been in the hospital a couple of weeks now. It will probably be sometime before she gets out.

I do have a handout that the Houston Welfare Rights Organization puts out, that I was asked to bring today. It is titled "Don't Come to Houston." So I will give that to your committee and ask that this be included in the record from WRO.

Chairman GONZALEZ. "Don't Come to Houston?"

Mr. SOHNS. "Don't Come to Houston."

Chairman GONZALEZ. Well, you didn't mean the subcommittee?

Mr. SOHNS. No, no, no. It was for people who were thinking about moving to Houston. And it is their position that you shouldn't come because unless you have a place to live, you won't find a place to live once you get here.

Chairman GONZALEZ. We will make this part of the record as soon as we recognize you next, and then we will make it a part of the record following your testimony.

Mr. SOHNS. Fine.

Chairman GONZALEZ. And we will proceed by hearing you.

STATEMENT OF ROBERT C. SOHNS, JR., SUPERVISING ATTORNEY, GULF COAST LEGAL FOUNDATION

Mr. SOHNS. Thank you, Congressman. I will try to be brief.

My name is Robert Sohns. I am the staff attorney of the Gulf Coast Legal Foundation, which is the legal services corporation funded program here in Houston, TX. For the past 13 years, a little over the past 13 years, I have specialized in housing law in this city.

We see folks coming into our office daily, more than one, who have a drastic need for safe, sanitary, and decent housing. We see people coming in who have been on the waiting list at the Houston authority—housing authority for the city of Houston for in excess of 5 years. Still no housing.

We see people getting letters from the housing authority of the city of Houston saying that their application should be acted on in the next 2 years. These are the same people who 18 months ago said they received letters from the housing authority saying they would be in public housing in the next 6 months.

It is a vicious cycle that keeps going on and on and on and on. "We can't help you today, but we will be able to help you in the near future." But, unfortunately, the near future never comes.

The last figure I saw said that the waiting list of people seeking either public or section 8 housing benefits in this county were over 13,000 people. I think that is probably an accurate figure, at least it is from what we see in our office. But we see the housing authority of the city of Houston having increasing problems building new projects. Everytime they give notice that they are going to build a new project, they are met with a lawsuit and an injunction to stop the building of that project.

We see the litigation go on and on and on. We see the housing not built. We see inflation eating into the money that has been set aside for the building of that project. And we do not know if and when these projects will ever be built. But we see people in substandard housing and overcrowded housing who continue to desire, to beg, to plead for a decent place to live that they can afford.

Now we see the housing authority of the city of Houston attempting to get rid of about a fourth of its current housing stock by demolishing Allen Parkway Village.

I know Mr. Griffiths probably talked to you this morning about the problems we have had with the Department of Housing and Urban Development in opposing that demolition; the runaround that we've gotten; being told that the request for demolition is not here, it is somewhere else; you check there, it's not there, it's somewhere else. It used to be here, but we sent it back there, and it's not here anymore. It has never been filed.

It is just a continuing circle that you go round and round and round and round.

I know the ACLU and our offices—I don't like to use the word "wasted," but it seems like we have wasted a lot of effort in this situation. I know that the tenants at Allen Parkway Village have wasted a lot of time and effort trying to get their words heard, but someone somewhere is not listening. And we appreciate you coming here today and listening.

We hear the city and the housing authority talk about alternatives if Allen Parkway Village is done away with. We hear about the Section 8 Housing Assistance Program. Unfortunately, Section 8 Program in Houston will tell you they have no certificates, they have no money. Hopefully, they will get some in the near future, but they keep saying you will just have to wait.

We hear about the Voucher Program. And I was glad to hear your feelings about the Voucher Program, because I feel basically the same way. It is a way for landlords to get rid of their existing stock now when there is a large surplus. But as soon as that surplus dries up, we know who the first folks are that are going to be gone. It's going to be the poor folks. I know from personal experience, seeing folks coming into our office that are currently on Section 8, where there is no protection for those people. The landlord can get out of the Section 8 Program for any reason or no reason. They will say, "Well, you've been here for 3 or 4 months. It's time for you to move on now." And these are the people that can least afford the relocation costs that they have to bear; moving, the transfer of telephones, utilities, those type things. So there is no protection in the Section 8 Program. There is no way to prevent that from happening.

We have those protections in the public housing sector. We have the protections against exhorbitant high rent increases that we see in the private sector. We do not see that in the Section 8 Program and I am sure we are not going to see that in the Voucher Program.

It has become the vogue recently to talk about selling the public housing units to the tenants themselves. I think Mr. Garcia loses track; he likes to talk about the lower income and the middle income tenants. That is not who inhabit Allen Parkway Village. We are talking about the lowest of the low in that project. A woman and two kids who are receiving $184 a month from AFDC. I would love for him to show me and my family how we could set up our budget to pay for principal and interest and taxes and insurance and upkeep and utilities on a piece of property on $184 a month. It's not going to happen; you know that and I know that.

It might work fine for the middle income folks and the upper lower income, but it is not going to work for the low income folks that live in Allen Parkway Village.

Let's look at the hardships these folks are dealing with. As we wait to get into public housing, in section 8 housing, as we say, the wait is—we did discover in some of our lawsuits, and there have been several that we have filed against the housing authority. I can guarantee you that there will be more in the near future. One of the questions we asked, one of the answers to the interrogatories were that there have been no units available, three-bedroom apartments available in this city for people making—whose rent would be one for $14 a month since like 1980. None. So if you are the lowest of the low, with the 30 percent maximum, and after you get the credits, your rent is going to be down there in the lower eschelons. You are not going to get into public housing because folks are not moving out. Once they get there, they try to stay.

We see families and we see elderly folks living in substandard overpriced housing. We hear the director of the housing authority—executive director of the housing authority of the city of Houston who has been quoted numerous times saying it is not his problem to house the people that can't afford to live elsewhere. He does not care if they live under bridges; that's not his problem. If that's not his problem, it certainly is my problem and I think it's the Congress' problem to make sure that the people who are low income have dignity and have a place to stay.

I can think of one person in particular who we represented in a lawsuit against the authority who was typical of the clients that we see. A woman who applied in 1980 for public housing for herself and her three kids was put on a waiting list. During the year, she was living with her mother and her brothers and sister in an overly crowded apartment until she could find the money to get one of her own. Finally, she found a substandard, deteriorating, worthless place to live in the fourth ward, but it was a place of her own and she moved in there. The landlord wouldn't keep it up, but she lived there anyway. It was across the street from a park. And one day, she was sitting in the front room of her apartment when somebody fired a shot through the front window from the park—just random shooting—hit her in the leg, and now she's totally disabled. This is 1985. She applied in 1980, and she is still not in public housing. She is being told, "Well, maybe in another couple of years, you can get in." And this is the same authority that says, "Trust us. Let us make the money that we can make off of selling Allen Parkway Village and we're going to build more public housing units than you can shake a stick at, and everybody is going to get in." It's hard to trust them, Congressman Gonzalez.

We need protection from the Congress. We need the Congress to make sure that those funds—and we all understand that these are times of fiscal austerity. We need to make sure that those funds that are being appropriated are being used to house the poor and not for administrative expenses, not being wasted, not being allowed to sit there until HUD finally says, "We gave you this money back in 1979. You haven't done anything with it. Give it back to us so we can give it to someone else who knows what to do with it."

I am afraid that we are seeing the start of the tip of the iceberg in the Allen Parkway Village demolition project. As you know, we have already lost one public housing project in Dallas. There is now talk in Texas alone—I can't speak for other States, but in Texas alone, there is talk in Galveston about demolishing the largest public housing project there; there is talk about demolishing a public housing project in Austin. Before this snowball starts rolling down this hill and gets so big that none of us can stop it, we need to do something. We need to go back to the way the regs were before, where they had to show before something could be demolished that there was either no need or it couldn't be rehabilitated. Unfortunately, that is not the case anymore, and that would be the first change that I would hope we could initiate, that we could go back and change the regs to where they were a couple of years ago.

But we appreciate you being here. The poor people of Houston, Harris County, TX appreciate you being here and they appreciate anything you can do for us in this fight.

[The prepared statement of Mr. Sohns and handout circular referred to follow:]

TESTIMONY OF ROBERT C. SOHNS, JR.

As Supervising Attorney for the Housing Law Unit of the Gulf Coast Legal Foundation, the legal services office serving Houston, Texas, I have specialized in representing low income people with housing problems in Houston for over thirteen years. Our office daily sees large numbers of people who are in disparate need of decent, low-cost housing. These people are pleading to get into public housing, but there appears to be no room for them. It is not uncommon to see people who have been on the waiting list for housing, either public or the Section 8 Rental Assistance Program, for five years who are told that it will be a minimum of two more years before there will be any vacancies. These are the same people who were told eighteen months ago that there would be housing available for them in six months to a year. However, the waiting lists keep getting longer*, the people get more frustrated and the children truly suffer living in substandard, overcrowded housing.

Why is there such a shortage of public housing in Houston, Texas, when the need seems to be so great? Recently, every time we have seen

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As of June, 1985, there were almost 13,500 families and elderly people on the housing authority's waiting list.

the Housing Authority of the City of Houston (H.A.C.H.) attempt to build additional housing projects, they have been met with lawsuits and injunctions stopping the construction. The delay caused by such protracted litigation not only exacerbates this need for additional units but also means that because of inflation fewer units will be built once the litigation has been resolved. Potential low-income tenants are also faced with the possibility that the Department of Housing and Urban Development will tire of the money appropriated for these projects not being spent and recall these funds and use them elsewhere.

Because of the problems inherent in the construction of new public housing in Houston, the need to preserve and protect those units that are already in existence is even stronger. However, even with such a critical need, the Housing Authority of the City of Houston is requesting permission from the Department of Housing & Urban Development to demolish Allen Parkway Village, the largest public housing project in our city. The demolition of this project of 1000 units will eliminate approximately one-forth of Houston's total public housing stock.

Anticipating the receipt of permission from H.U.D. for this demolition, the housing authority has allowed this project to detoriate by neglecting routine maintenance. Although H.U.D. authorized $10 million in 1979 to renovate the project, H.A.C.H. has spent less than $750,000 of the money. In excess of $40,000 of this money was used to clean out and board up apartments. Because of this policy of not reletting apartments when a tenant vacates, the occupancy rate of Allen Parkway Village has dropped from 95 percent in 1977 to less than 50 percent today.

What can be done to increase the number of units of low income housing available in Houston? It would appear that the current administration in Washington is not interested in building additional public housing projects. In fact, it would appear that someone is encouraging public housing authorities to do away with existing projects.* We read about voucher programs for housing. Hopefully, there will be safeguards in this program to protect the tenants from some of those problems that tenants in the Section 8 Rental Assistance Program are currently facing. To allow landlords to withdraw from the program for any or no reason and require the low-income tenant to immediately move creates special hardships when it comes to relocation costs. We hear of proposals to allow people living in public housing to purchase the units in which they are currently living. While lsuch a program sounds wonderful in the abstract, the practicality of such a program seems dubious. It seems overly optimistic to believe that s welfare mother with two children with a total monthly income from A.F.D.C. of $184.00 could afford to pay principal, interest, insurance, taxes, upkeep and utilities on a home.

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* Recently in Texas alone, we have seen the demolition of a public housing project in Dallas and the proposed razing of A.P.V. in Houston. Proposals are to be forthcoming to do away with projects in Galveston and Austin.

So what can be done to assist that large segment of our community that needs the help of their government to secure safe, decent, sanitary and affordable housing in a time of fiscal austerity? The Congress can make sure that the money that is being appropriated is going to eligible persons and is not being wasted on high administrative costs. The Congress can reenact legislation that will prohibit demolition of existing public housing projects unless it can be shown that the units are no longer needed and cannot be rehabilitated. These two changes will only protect those funds that the Congress has already entrusted to H.U.D. and local housing authorities for the use of the growing number of persons in our country who are truely in need for subsidized housing.

Public Housing in Texas by HWRO (85/06/11)
429 Weyland St. 77022

City	Popltn	Tl units	Units/T	By popln
Houston	1726	17068	9.89	
Dallas	944	18901	20.02	
San Anto.	819	19389	23.67	
El Paso	445	9665	21.72	
Ft.Worth	401	4646	11.59	
Austin	368	5297	14.39	
Corpus C.	246	4032	16.39	
Waco	104	2952	28.38	
Abilene	102	625	6.13	

Sources: Teague, E.E., Letter to J.Skarda (85/05/30) (Ft. Worth, USDHUD, Info. Officer) Includes public housing and sections 8, 221, 231 and 202.
1985 Stat.Abst. tb.26 (for 1982).

City	Popultn	Tl-Hsing	Hsing/T	By un/t
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HOUSTON WELFARE RIGHTS ORGANIZATION
429 Heyland Houston, Texas 77022
7/21/81

DON'T COME TO HOUSTON

UNLESS YOU HAVE A PLACE TO LIVE!! IF THERE IS ANY POSSIBILITY THAT YOU MAY LOSE YOUR SOURCE OF INCOME AND NEED HOUSING ASSISTANCE, HOUSTON IS NOT THE CITY FOR YOU. PEOPLE HAVE HAD TO WAIT AS LONG AS TWO-AND-A-HALF YEARS TO BENEFIT FROM LOW-RENT PUBLIC HOUSING PROGRAMS, AND THE HOUSTON HOUSING AUTHORITY'S WAITING LISTS ARE NOT PROCESSED IN THE ORDER IN WHICH PEOPLE APPLY. SO IF YOU NEED PUBLIC HOUSING, DON'T COME TO HOUSTON.

MOVE TO DALLAS

OR SAN ANTONIO, OR EL PASO, OR AUSTIN. THE FOLLOWING CHART COMPARES THE NUMBER OF HOUSING UNITS ASSISTED BY THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD) IN TEXAS' FIVE LARGEST CITIES. THE LARGEST, HOUSTON, RANKS THIRD IN THE TOTAL NUMBER OF UNITS AND LAST WHEN THE FIGURES ARE EXPRESSED IN PROPORTION TO THE POPULATION. COMPARE FOR YOURSELF:

CITY	POPULATION*	TOTAL UNITS**	UNITS PER 1000 PEOPLE
Houston	1,554,992	8591	5.5
Dallas	901,450	10,825	12.0
San Antonio	783,296	13,375	17.1
El Paso	424,522	7,818	18.4
Austin	343,390	2,932	8.5

HOUSTON DOES NOT HAVE FEWER POOR PEOPLE THAN THESE OTHER CITIES; INSTEAD, THE OPPOSITE IS TRUE. COUNTY MONTHLY AFDC AND MEDICAID DATA SUPPORT THIS CONCLUSION: HARRIS COUNTY: AFDC - 16,537, MEDICAID - 73,417; DALLAS: 10,455, 50,558; BEXAR: 13,253, 62111; EL PASO: 4,004, 20,574; AND TRAVIS: 3,646, 15,638. *** EITHER MOVE TO DALLAS...

OR HELP US

HWRO BELIEVES THAT HOUSTON SHOULD PROVIDE CITY DOLLARS TO THE HOUSING AUTHORITY TO BUILD MORE LOW-INCOME HOUSING. IF YOU WANT TO HELP WITH THIS ACTION CONTACT ARENIA EDWARDS (697-6163) OR TOM TOLIN (522-3988).

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* 1980 Census Data, US News and World Report, 2/16/81, p. 59.

** Texas Department of Community Affairs, 1979 - 80 data.

*** Texas Department of Human Resources, AFDC: 3/81, Medicaid: 1980 Report.

Chairman GONZALEZ. Thank you very much, Mr. Sohns. Father Russo.

STATEMENT OF FATHER TONY RUSSO, CLERGY VICE PRESIDENT, THE METROPOLITAN ORGANIZATION

Fr. RUSSO. First of all, I want to thank you very much for inviting the Metropolitan Organization to give testimony at this hearing.

I am Father Tony Russo, pastor of Our Lady of Guadalupe Church in the second ward and also clergy vice president of the Metropolitan Organization, which is part of the Industrial Areas Foundation Network.

I am here to talk about two areas that I think you are very interested in. The first being, I would like to speak to you about the public housing unit known as Clayton Homes. Clayton Homes is located within my parish boundaries. I want to maybe give you a flavor of what is going on with the people there in the second ward.

There is, to put it mildly, I think, an air of suspicion, some panic. There are a lot of good things that are happening in that part of Houston. We have a new Spanish scene mall that's been put up right next to Clayton Homes, El Mercado del Sol. There has been a—there is a building of a new convention center on the east side of downtown which borders on our neighborhood. I think the folks out there are happy to see some economic development and they welcome that because it means employment and jobs, which are also needs of the residents in the area where I am located.

But as I drive around and walk around Clayton Homes, I see more units boarded up than there were 3 years ago. The word has been that there is supposed to be a rehabilitation, a remodeling going on. The funds have been secured from Washington. I know that some roofs were fixed about 1½ years ago, but there is nothing more to report on the rehabilitation. And that leads the people to more panic, more suspicion.

There are new rules and regulations, which I think are very good. I think it is good to expect people to keep up properties that are in the public housing domain. And if circuitry can't take care of appliances until that can be remedied, it is good not to use those applicances. But when people hear rules and regulations but don't see the other part, the rehabilitation going on, people become panicky and they become suspicious.

TMO, churches in the east end, I want to make it very clear that we are concerned for the poor of our city. And many of those poor people live in Clayton Homes. And we are ready to stand with them to see that Clayton Homes remains. It is a place where the poor can have the opportunity to live in a decent home. I think that this is part of what we are about, and we feel that we want to speak for those who sometimes do not have a voice.

All that I could do to urge you, Congressman, to continue being the voice for the poor and the helpless, I want to urge you to do that. There is a need for funding. There is a need for the Federal Government to be involved here because until people see something done, I think it is hard for them to be hopeful and constructive. They need to see some light at the end of the tunnel. For that reason, I think the TMO is very happy to see your committee here, the subcommittee here in Houston taking testimony because there is a need for the Federal Government to be involved in this issue.

The other matter that I wanted to introduce as testimony from TMO was known as the Nehemiah Plan. If you remember, in the spring, I believe, our president Jan Wilbur, along with presidents from many of the other IAF network gave testimony before your committee.

Now, we think that public housing is a part of what is needed in our central city neighborhoods, but we also think there is a need for providing low income housing to give more people who are of low income the possibility of becoming a homeowner. Our neighborhoods, we want to have stabilized. And surveys of people in our church congregations of TMO show that people want to stay in the central neighborhoods of our city, if they could find housing that is affordable and well constructed. And then we have an opportunity to rebuild the center city neighborhoods of our city which are old and established traditional neighborhoods that have a real specialness about them. And yet they are very near the downtown developments that are going on. What is unique about them, also, is that they have public housing within them. And I think there can be a good partnership to go on, that can really revitalize the inner city of Houston.

We again plead that—the fact of Houston being a place that could become a model for developing something like the Nehemiah Plan, which has been developed by the East Brooklyn churches in New York City; could be a model for other kinds of similar developments that could take place in San Antonio, El Paso, the Rio Grande Valley, as examples.

One of the things that TMO has done is that we have been able to raise from church groups a fund of money. The Federal Government might be able to pass legislation that would be open to giving grants of this kind of development, which would help to get this rebuilding of our central city neighorhoods going.

In conclusion, there are a lot of voices in our country today who are talking about dismantling the safety net, a very important safety net. And I am very happy that you, Congressman Gonzalez, are a champion of the voice for those who need the safety net—the poor; especially the poor insofar as they have a right to have a decent home to live in and raise their family in.

We thank you and we commend you on the leadership that you are giving in this whole area.

Chairman GONZALEZ. Well, thank you very much, Father. I deeply appreciate those words.

I believe, Ms. White, you said—in part of your statement, I think you referred to 46 percent of the children——

Ms. WHITE. Forty-two.

Chairman GONZALEZ. Forty-two percent.

Ms. WHITE. That the babies die before they are 6 months old. This was in the late 1960's.

Chairman GONZALEZ. In the late 1960's?

Ms. WHITE. Yes. Incredible.

Chairman GONZALEZ. Are there any statistics of a later date?

Ms. **White**. Yes. They greatly dissipated. The fourth ward clinic is still well—very very well established and ongoing. It has been the—really the only entity that has made a commitment in these 19 years that still has survived. Most of the Federal programs that come into the area, Mr. Gonzalez, stay a year or two and then flee. However, for the last 10 years, there has basically been no presence because this snowball thing of all of the studies about the destiny, that began with the legislation in the 1960's, made available. And that is what everybody hides behind. You get money allocated, but it is not spent because the destiny has not been decided for Allen Parkway Village and the fourth ward.

Chairman **Gonzalez**. Well, I am glad to hear that that part of the city has been turned around.

There must be something we must all bear in mind. The Federal program, as we call it, is not imposed by the Federal Government; it cannot be. You first have to have an application from a local entity. And, of course, if the local entity, for whatever reason, loses interest or does not have a continuing supportive basis for that, the Federal Government level is not in a position to come in and impose it; nor do I believe it should, really, as much as it can avoid doing so.

The trouble is that the only reason you have these programs on the Federal level is that the local and the State entities never would address the issues. We have not only had a reversal on the Federal level, we have a turning back of the clock with pious notion that volunteerism or privatization would work, and that there is really no basic prevalence in mission, never should have been.

That is most tragic because the only reason we ever did reach action on the Federal level was because after the Depression and the War, that was the only reactive and responsive level of government. Now that is gone. And the theory that there is more virtue inherent in local government—let me just spell it. I have had the privilege of serving on all three levels, on local, the State, and the national legislative. And let me assure you that that is a mistaken notion.

I feel that in the city of Houston, like almost every city throughout the country, you have the same identical forces at work, and that in developing a consensus as to the response to the needs of the most helpless of the citizens, the poor, the disenfranchised, the sick, the indigenous; in our country it is just a big sin to be poor. That is the biggest sin of all. And we have to face that.

The other thing was what we could do about it. Well, that is why we are here. In the first place, as long as these policies and plans and programs that the Congress, after much debate, have adopted, some for over 40 years, it is our responsibility then to make sure that we all achieve.

It is obvious from today's testimony that something has happened locally that has blocked the democratic process. What it is, I am not going to judge or pass judgment because I don't know. But it is obvious from the testimony and both from the lay standpoint and the professional—that is, lawyers, social workers, architects—it is quite self-evident that the democractic processes have simply broken down in Houston. We intend to do everything we know how to try to be of help in directing these voices. And I think we can be.

Now, we may not have direct administrative jurisdiction and the like. I will point out that we have been forced in the last 4 years to have to legislate and mandate what really should be done on an administrative level, which has since the beginning been resolved on an administrative level. The reason being that the congressional intent has been thwarted through rule-making or lack of enforcement and just plain contrariness to these programs. It cannot be demolished outright because the Congress is not going to go along. The President has asked us this year—up to now, they have masqueraded and said, no, we are not out to eliminate; we just think these are wasteful and there are better ways to do it, and we are going to come up with something.

Well, we waited for 2½ years before they came out with the voucher. As of last April, even though the Congress had sanctioned and approved 50,000 in December 1983, it was not until this last April that they issued about, oh, some 5,000 or so, maybe a little bit more. The city of San Antonio received some of them.

But there again, the Voucher Program, as announced by this administration, is what they insisted, the President insisted, when he had his Presidential Commission on Housing, that whatever they came up with would be an entitlement program. When you do that, what it means is that you are not offering a substitute to the programs that have been established, that have housed America, because the President is asking for the elimination of everything from all of the assisted housing variety of programs to the insured FHA Mortgage Program. That is what has housed America and has been housing America.

So all I ever said was that if you do this—to the Congress—then do so after you have looked over the programs and evaluated them. And then on the basis of merit make the decision, but don't do it tangentially on the pretext of budgetary exigency.

So we have to legislate. We have now, for instance, in H.R. 1, Mr. Sohns, direct imperatives. Really, we should not have to, but we are going to have to do it like we did in the 1983 and the Authorization Act of that year. And just say,

> Look, Mr. HUD, you cannot through rule or regulation do that which you know Congress has clearly indicated through the years you shall not. And you shall do that which the Congress has clearly indicated and that the President has signed into legislation and said he will faithfully execute, do this and do the other.

On UDAG—I forgot to mention this earlier—after I ordered a GAO national survey, we have come up with legislation that will provide an even greater opportunity for the cities to have a chance to compete for the funds. Up to now, HUD has been doing it on a political basis. And that way, Houston, no matter how hard it has tried, would have a better chance to compete if they want UDAG funds. But, in the meantime, the President has asked that we cut out UDAG. And just like he did in the case of the Voucher Program, it means there is no substitute for providing housing for the poor or moderate income because the Voucher Program is predicated on existing housing stock.

Now, when you hand a voucher to the poorest of the poor, where will he go with that voucher? He is not going to go to those apartments nearly completed that are not affordable to them, even with the subsidy. So what it is is sort of a windfall for the good old slum landlord because that is where he is going to end up and that is where he is going to have to stay. So we are in a very negative period of time. But, despite that, I do not think the Congress is going to go along with the President in doing away with the programs as he wants us to do this year. I don't think the Congress is. On the other hand, we are fighting to keep just a little bit of life support in these programs with minimal authorization and appropriation.

Interestingly enough, the usually tough Committee on Appropriations has been more generous than even the authorizing committees, for the first time. So that I can assure you that, though it may look as if, well, we can't go in here and do this because it's not in order, I think your testimony has been very valuable and it will help us in order to help you and help the cause of affordable housing for the poor and the moderate income. We are talking about a very specialized area.

Even in the Nehemiah Program—which, incidentally, we first went as a subcommittee to east Brooklyn—the churches got together in the absence of Federal funds. The churches alone raised some $8 to $10 million. Then the city gave the land, which was certainly not going into revenues. It was bombed out; it was like a war zone area. They provided single family dwelling units. Not a family can get in there unless they have an income of about $20,000.

So we are still not talking about this very special area of the poor or the poorest of the poor or the highest poor, or even the low moderate income. So it's going to be like the Vietnam war, unfortunately. You know, nobody cares as long as that poor kid that was getting shot up over there was from the fourth ward or somewhere else. But when they started hitting the middle class, then you heard all the commotion. And then you have the corporation executives who wired the President, saying let's either give up or get out; it's all right, but not my son. Then we had a little bit of repercussion, and it's the same thing now.

The housing crisis has been a crisis for the poor all along but which really was a problem at the time that this administration took over. We weren't going to have to battle the Carter administration on the basis of the budget they were preparing. But this one was a total negation. So it has been an uphill, rear-door type of action. It has not been the kind of constructive creative thing which I really enjoy most and for which I sought this office; not this negative business.

So that is where we are at this point. But at least Nehemiah is the only thing going on that would provide a loan for a $20,000 income family. Our whole idea is to try to maintain the family as a viable social unit in our country. This is what is at the heart of our problem. No nation, no society can long tolerate this; there will be a heavy social price to pay for that.

Shelter is one of the three main necessities in life. We either have a commitment or we don't. And what I am saying is all we are doing is try to carry through on the assisting of national commitments as the Congress has provided for 40 or 44 years. It may not seem that neither we or you can do anything. But let me assure you that you have done a lot of good. You would be surprised as to how much good you've done today, and I can assure you it will be most helpful to us in our endeavors to prevent what I consider, after the first hearing this morning, an egregious mistake and an injustice.

Has Mr. Johnson arrived? No, I guess not.

We will be in touch and we will provide an opportunity for Ms. Edwards and Ms. Robinson to present testimony if they wish to present it in writing for the committee.

We will send you a copy of the transcript of these proceedings in time for you to edit, add to, or delete. And some of us may have written questions that we will submit in writing, in ample time, so that you will have that with the transcript and can provide an answer.

Ms. WHITE. Don't forget the street people.

Mr. GONZALEZ. Pardon?

Ms. WHITE. You won't forget the street people?

Mr. GONZALEZ. No. We were the first to bring national attention to the question of the homeless. This committee was the first one, exactly 3 years ago. It was certainly not visible then. But we did give national attention. And at that time, some persons seemed to ask why we were having these hearings. But in a matter of 6 months, we had a series of four comprehensive hearings. Then with the effort to house the homeless in Washington, we had a very historical subcommittee hearing; in fact, we brought in the Governor of New York, the mayor of Chicago, the mayor of Washington, the deputy mayor from Los Angeles, and the deputy mayor from Boston. By that time, it was obvious—and I am speaking now of January 1984. We had the hearings right in a shelter. And at that point, the shelter was giving living space for about 1,100 of the homeless.

We have seen, also, how ridiculous the situation can get and how much has been tolerated from this administration. The President made just as firm a promise and commitment as any man can make, a week before the election last year, to provide that shelter. It is now being closed. And there is no carrying through of the President's promise. And it was a categorical commitment; there were no ifs, ands, or buts.

So with these kind of things, we have a hard time in the Congress. However, we have to have all kind of faith that the overwhelming and preponderant majority of our people, once charted with knowledge, will do the right thing.

I still have that faith. I think we are going to win out on this one. Now, that is not enough; that is a negative. So we prevent it for the time, anyway. But what are we doing in the meanwhile to house the people that have been ejected because they have boarded up the units? What are we going to do with those they will keep on boarding up?

Administrators as willful as—well, as the ones we are confronting here become ingenious on how to thwart the direct wants, desires, and intentions of either the people in our position or the citizens.

Yes, Mr. Sohns?

Mr. **Sohns**. Just one last thing. I think your committee has done wonderfully with H.R. 1. And, hopefully, if it does not get through this year with the budget problems, we will see it again next year. I think it will be a great help to us.

Chairman **Gonzalez**. I am very very optimistic. I am sure that the Congress is not going to allow these particular programs to die. We are fighting for just the bare existence, a little life support.

H.R. 1 is being folded into the reconciliation process, which in turn has been mandated by the budget conference; but which has very very drastic cuts in CDBG funds, which I think are very tragic. So I think in that guise, it will go in because it is not going to be on the merits or demerits of H.R. 1 or the other programs that the Committee on Banking and Finance has; but because they are also being folded into the reconciliation. The question is budgetary. And in order for us to fold it into the budget reconciliation, we had to accept the mandated cuts that we had in the authorization.

So that will go through the House, but the question is what will happen in the Senate.

Mr. **Sohns**. Well, the only other concern I had was when I heard Father say that he is seeing more and more units at Clayton Homes being boarded up in the name of remodeling. I think if you ask Mr. Johnson over there, when he moved into Allen Parkway Village back in 1980, there were grandiose plans of remodeling Allen Parkway Village and units were all boarded up then for remodeling.

Chairman **Gonzalez**. Yes, and I would say this publicly now, in 1979, Ms. Harris had just been made HUD Secretary. An issue came up. I was working real hard for some—I think I got the first modernization money, $9 million in the first year of Nixon's administration, and he had started the same way. So we were coming up for our second round. But Houston had also petitioned. So being that I was a Texas member, ranking member of the committee, I was approached and I helped in that decision. In fact, I sat down personally with Secretary Harris. I just could not believe it because, you know, you do not have time to stay on top of individual authorization. You have a hard enough time doing it in your own district, much less outside it.

So I just could not believe it when I discovered in 1982, I believe, 1981 or 1982, I was informed that really nothing had been applied in the way of modernization at this particular project. I just could not believe it. I remembered how we sweated to get that decision that would be favorable to authorize and then fund those $10 million. So that it is understandable if those $10 million are in the pipeline, everyone would be screaming loudly if you do not do something.

I am quite bold at understanding the local flow of things. I shouldn't be. Just about 3 weeks ago, our very distinguished, dynamic mayor came back from some trip he made up to Boston. He came back with the idea of selling the first and biggest housing projects on the West Side. But there was such an uproar, within 48 hours, he had recanted and said we could not do that.

Mr. **Sohns**. I am afraid it is the vogue right now, what to do.

Chairman **Gonzalez**. I still do not understand it, especially after hearing Mr. Johnson's testimony, why the local representative branch—and not only the local legislative body, the council, but the commissioners or the State representatives or—I don't know whose district it is in. I invited those congressmen that we understood represented these areas to be present; not only the direct congressmen, but those outside that have some other interest.

Now, I also recognize the fact that most make their plans a little ahead of time. If they have a break, most commitments are pretty solid. I realize that. And I am not trying to cast any insinuations. I am just saying from the local standpoint. As I said, in San Antonio, the mayor hadn't made that remark—the very next day, he had the chairman and the whole board of housing commissioners on it. Then he had all the tenants. And they started a mass march to the city hall.

I guess in Houston, the city is so big that in the fourth ward the people that need the organization the most are the most difficult to organize. You cannot expect a person that is completely deprived of any kind of asset, and many many times, not in the best of health, to go out and assert rights.

Mr. Johnson is to be admired. He is unusual. And let me tell you there is no man I honor more than a man like Mr. Johnson because I know what it takes to get up and be heard and raise a little Cain, and even get lawyers.

I want to thank you, Mr. Sohns, like I thanked the attorney for the Civil Liberties Union.

And, of course, Father Russo was in San Antonio when I first met him, and he served in similar areas. He knows. So we do appreciate your testimony, Father. We will do everything we know how, from our standpoint, to make sure that your voices are heard and registered. They certainly will be in the printed record of this proceeding.

Thank you.

Our final panel is Mr. Salvador Colon, board member, National Coalition for the Homeless; Mr. Mark Zwick, director, Casa Juan Diego; and Maj. Emery Frierson, City Commander for the Salvation Army in Houston.

And I understand, Commander, you have a bit of pressure on time. If I had known that a little earlier, I would have called you then.

If there is no objection from the other panelists, we will go ahead and recognize Major Frierson.

STATEMENT OF MAJ. EMERY FRIERSON, CITY COMMANDER FOR THE SALVATION ARMY IN HOUSTON, TX

Major **Frierson**. Thank you very much.

I think my contribution to this area today may be just a little bit different from those that we have heard from sooner because we deal with more of the temporarily homeless people.

Chairman **Gonzalez**. May I interrupt and say that in San Antonio, that was the only thing we had for a long time that was of any meaningful help to the homeless.

Major **Frierson**. The Salvation Army has been serving homeless persons in Houston since 1889, shortly after the Army was organized in the United States. But the need for this service has been growing through the years as the city has increased in population. In 1982, the increase was dramatic, and our organization along with other Houston organizations joined forces to help the people in need of shelter. Our organization rented a building in which we could serve an additional 150 men.

The need for this facility was so great in 1982 that it was operated year round. However, this shelter was used only in the winter months during the winter of 1983–84 and 1984–85.

Experience has taught us that there are many reasons why people are temporarily homeless. Chief among these reasons are joblessness, family violence, natural disasters, inability to manage personal or financial responsibilities.

The Salvation Army is presently operating shelter programs for homeless individuals and families in four locations in Houston. One center is operated entirely for the benefit and rehabilitation of men with chemical abuse problems. Work therapy with professional and spiritual counseling are the major components of this program.

During the past year, 48,721 day's care was provided at this one center.

One center is a multiservice center where free meals, free lodging, low cost lodging and rehabilitation program for men with alchohol and drug abuse problems is furnished. Last year, 62,464 nights lodging and 133,736 meals were served. In addition, counseling services were provided. At the same center, a half-way house for State pre-release parolees is operated where professional and employment counseling services are provided.

In February of 1984, the women's and children's residence, which had operated for many years, was replaced with a new facility which could provide shelter and food services for the entire family. Up until that time, it was necessary to separate the husband or father from the rest of the family. There are 140 beds in this modern facility, and the services provided represent total care: housing, meals, even lunches, when the head of the house or the mother gets a job. Also, there is a program of sending the children to school, the school-age children, and lunches are provided for them. Food is provided for the family entering the center regardless of the time of day or night that family comes in. Clothing and shoes are supplied for men, women, and children from well-stocked clothing rooms; tote bags, suitcases, plastic bags given to clients when needed. Free washers and dryers are located on all five floors of the family residence. All sanitary supplies are furnished to residents: disposable diapers, whole milk for children, baby foods, total care; and, in addition to that, a playground for children and television rooms where adults and children can relax. All personal items are furnished, including irons and ironing boards, sewing kits, cleaning kits. Bus tokens are provided for school-age children and also for adult residents in order that they may look for jobs and permanent housing. The bus stop is directly in front of the family residence.

A nursery—and this is a new program just started about 8 months ago—a nursery is provided for children under 6 while the parents, whether it be a single parent or a father and mother, visit agencies or while they look for work. Job openings are typed and placed on the job bulletin board. The classified section of newspapers is posted daily and 35 copies of the Green Sheet are placed in the lobby each week. Emergency transportation is furnished.

We are pleased that this residence, with the generosity of the people of Houston and some of the foundations that exist here, was constructed as a motel or a hotel, with private baths. It is not a—it is a very fine facility that is used by many of the welfare agencies, including Harris County, and the Traveler's Aid Society for clients that they serve.

Most men are homeless it seems, according to our experience, because of alchohol or drug abuse problems; No. 2, traveling and seeking employment; No. 3, mental problems. And then there are young men who run away from home because they have family problems.

There are many things that are done for these people, hopefully to rehabilitate them, since we work with what we hope will be temporarily displaced people. And many of them are there for specific reasons, especially in the Family Center which we have tried to promote in the last 2 years. Many of them have been evicted from the places that they live in. And that, of course, points up the need for more public housing, cheap housing, low-rent housing for low-income people.

But some employed persons are unable to manage their income, and some don't—even with the full week's pay are not able to cover their needs. And, therefore, they are in need of help from public agencies. There are battered women and children. The wife finds it necessary to leave a life-threatening home situation caused by alchohol and drug abuse. There are financial problems and the inability of the husband to cope with pressures of life in a large city.

There are people who have been living with relatives and friends who find that the crowded conditions are intolerable and, therefore, they must move out of those places. We find many, especially women and children, who have been deserted by their father figure. Wives and children find themselves in a crisis situation with no means of support.

Some come to this family center because children are sexually abused by either the father, step-father, or the boyfriend of the mother. This is an ever increasing problem, and the mother flees to the shelter for protection and guidance. More and more, we are seeing people in this shelter with mental problems. Seriously disturbed people are traveling from city to city, and many of them are receiving SSI. They have no permanent residence. Some have families who have tried desperately to help, but have finally reached the end of their rope and have said no more. So they are alone.

I just digress here to say that yesterday when I visited one of our centers, a man stopped me and said, "What day is this? Is this Sunday?" We are getting some people who, as the mental health people say, don't—they are sent for help someplace and they just don't know what day it is, let alone what time it is. And we are seeing more and more of those people that seem to need more help than an agency like ours is able to give.

Persons being released from prison, local jails, and persons waiting for placement in half-way houses. Referrals from hospital social workers, where they have either a physical or a mental problem, and we serve as a shelter. Sometimes these are crime victims, and shelter is provided for not only local people, but those from out of State and even foreign countries seem to wind up at that center. Some of them are receiving help from the Texas Medical Center and cannot afford to take care of their own needs.

Then there are the elderly who seem to be lost, seem to not have anybody interested in them. We find many times that pregnant girls show up at our door. These girls are seeking shelter and they have no means of support for themselves or their baby. When the baby arrives, our social workers assist the girl in making a plan for the caring of her child.

The street people. Some people call these ladies bag ladies. We have heard about them and read about them, but not many people have seen them. Unfortunately, these are to be found in every large city. Sometimes the police bring them to us in the middle of the night, but occasionally they walk in. They have so many problems that they seem to be hopeless. And they refuse to stay very long in a structured environment where there are any house rules, so they wander away. But when the weather turns cold, they look for a place to sleep.

These people are with us. Many agencies are trying to do what they can to help the street people. And while we say they are temporarily homeless, some of them are almost permanently homeless.

There are illegal aliens who are here. We provide temporary emergency shelter until appropriate agencies can take over the cases. Stranded individuals who for one reason or another come into Houston looking for work, and they cannot seem to find what they are after, and they turn to agencies such as ours, and to others.

And, of course, there are disaster victims, not just hurricanes or earthquakes, but fires; people who lose their homes when they are burned.

I just want to say here that we benefit not just by—most of our support is from private sources, but our programs benefit greatly by the FEMA funds that have been provided by Congress the last 2 years. Service food commodities are given. And some of the programs, especially in the Alcohol Abuse Program, there are food stamps available to the men who are in that program.

Homelessness continues at a very high level in Houston, and there is every indication that this will be a severe problem for many years to come. There was a coalition for the homeless that was organized, which I happen to be a member of, that is trying now to get ready for next winter. I understand that there will be some FEMA money available beginning around the middle of November that will be extremely helpful. But with 25 agencies asking for it, it does not go far. But we are grateful for what we do get for that purpose. Hopefully, this will become less and less of a problem as the days go by, but in the near future, we do not see it happening.

Thank you for your attention.

[The prepared statement of Maj. Emery Frierson follows:]

REPORT ON HOMELESSNESS IN HOUSTON, TEXAS

BY

MAJOR EMERY FRIERSON, CITY COMMANDER

THE SALVATION ARMY

The Salvation Army has been serving homeless persons in Houston, Texas since 1889. The need for this service has been growing through the years as the city has increased in population. In 1982, the increase was dramatic and the Salvation Army along with other Houston organizations joined forces to help the people in need of shelter. Our organization rented a building in which we could serve an additional one hundred fifty men. The need for this facility was so great in 1982 that it was operated year-round. However, this shelter was used only in the winter months during 1983-84 and 1984-85.

Experience has taught us that there are many reasons why people are temporrarily homeless. Chiefly among these reasons are (1) joblessness (2) family violence (3) natural disasters (4) inability to manage personal or financial responsibilities.

The Salvation Army is presently operating shelter programs for homeless individuals and families in four locations in Houston. One center is operated entirely for the benefit and re-habilitation of men with chemical abuse problems. Work therapy with professional and spiritual counseling are the major components of this program. During the past year 48,721 day's care was provided at this center.

One center is a multi-service center where free meals, free lodging, low-cost lodgings and rehabilitation program for men with alcohol and drug abuse problems is furnished. Last year 62,464 nights lodging and 133,736 meals were served. In addition, counseling services were provided. At this same center a half-way house for State Pre-release parolees is operated where professional and employment counseling services are provided.

In February, 1984 the Women's and Children's Residence, which has operated for many years, was replaced with a new facility which could provide shelter and food services for the entire family. There are 140 beds in this modern facility (see attached list of services).

There are many reasons why families and single women are homeless (see attached list of reasons given by our clients).

Homelessness continues at a very high level in Houston and there is every indication that this will be a severe problem for many years.

[illegible]
GENERAL

SOCIAL SERVICES DEPARTMENT

The Salvation Army
FOUNDED IN 1865 BY WILLIAM BOOTH
FAMILY SERVICE CENTER
1603 McGOWEN
HOUSTON, TEXAS 77004
Phone: [illegible]

[illegible]
TERRITORIAL COMMANDER

WOMEN'S AND CHILDREN'S RESIDENCE

Here is a list of the services provided at The Salvation Army Family Residence located at 1603 McGowen, Houston, Texas 77004.

1. Comfortable temporary housing for single women, women with children, and entire families. Private baths are in every unit.

2. Three nutritious meals served daily in a large, attractive dining room. Sack lunches are provided for Residents who are working. Dinner meals are saved for Residents verified to be working late, and these are heated in the microwave. Sack lunches are provided for Residents' children attending school. Sandwiches, milk, juice, coffee, fruit, and cookies are always on hand for clients who arrive during the night or between meals. Sweet rolls and coffee are served to Residents leaving early in the morning for the Labor Pool.

3. Clothing and shoes supplied for men, women, and children from well-stocked clothing room. Tote bags, suitcases, plastic bags, etc. given to clients when needed.

4. Free washers and dryers are located on all five floors of The Family Residence. Detergent is also supplied.

5. All sanitary supplies furnished to Residents.

6. Disposable diapers in three sizes furnished for infants and children.

7. Whole milk, various kinds of formula and baby bottles provided for infants and children.

8. Assorted baby foods and cereals supplied for infants and small children.

9. Two children's playrooms stocked with toys for enjoyment of the children.

UNITED WAY
AGENCY

10. Two television rooms where adults can relax after work, and where they are also allowed to smoke.

11. Beautiful outdoor patio for adults.

12. Fenced playground with thick artificial turf and outdoor recreational equipment.

13. Soap, toothbrush, toothpaste, combs, brushes, deodorant, shampoo and other personal products provided for Residents.

14. Irons, ironing board, sewing kit, and cleaning kits available.

15. Bus tokens are provided for school-age children, and also for adult Residents in order that they may look for jobs and permanent housing. The Bus Stop is directly in front of the Family Residence.

16. Nursery provided for children under six years of age. This valuable service gives parents an opportunity to go for job interviews, apartment hunting, etc. without the stress and strain of their little ones.

17. During summer months youngsters 6-14 years of age participate in the Salvation Army Community Center program Monday through Friday. This involves swimming, bowling, gym activities, skating, Bible classes, field trips, and a fun visit to Astroworld.

18. A competent and caring Staff offer private counseling during times of stress and hardship. Caseworkers share resources concerning housing, employment, health care, and educational training programs to help clients work out a plan to solve the family's immediate problems.

19. Mobile Health Unit comes to our Residence monthly. Residents are examined, and when health problems are discovered, the visiting Nurse calls the hospital immediately, and makes an appointment for the Resident.

20. Opportunities for spiritual counseling, prayer, and meditation are also available.

21. Children in the Residence enjoy gala parties on Halloween, Valentine's Day, and Easter. Santa visits on Christmas Day and brings new toys to all the children and gifts to all the adults.

22. Job openings are typed and placed on Job Bulletin Board. Classified section of newspaper is posted daily, and thirty-five copies of the Greensheet are placed in the lobby each week for those persons seeking jobs.

23. Emergency transportation for sick Residents and elderly Residents.

THE SALVATION ARMY FAMILY RESIDENCE NEVER CLOSES!

Why do women, women with children, and entire families come to the Salvation Army Residence for shelter?

1. Eviction - Primary reason is unemployment, but some employed persons are unable to manage their income properly. In many cases the total income is not sufficient to cover rent, food, utilities and childcare.
2. Battered women and children - The wife finds it necessary to leave a life-threatening home situation caused by alcohol and drug abuse, financial problems, and inability of husband or boyfriend to cope with pressures of life in a large city.
3. Homeless individuals and families - These previously lived with relatives. Crowded conditions become intolerable, arguments and fights ensue and, the relatives throw them out of the house.
4. Desertion - The husband simply leaves home and fails to return. Wife and children are in a crisis situation with no means of support.
5. Children Sexually Abused - Abuse may have been by the father, step-father, or boyfriend. This is an ever-increasing problem. The mother flees to our shelter for protection and guidance.
6. Mental Problems - Seriously disturbed people are traveling from city to city, and many of them are receiving S.S.I. They have no permanent residence. Some have families who have tried desperately to help, but have finally reached the end of their rope and say, "No more. I can't take any more! Even though I love her/him, their behavior is ruining my own family." There is a dire need for facilities to shelter the mentally handicapped. We are also seeing more younger clients with serious mental problems resulting from drug abuse.
7. Persons released from prisons, local jails, and persons waiting for placement in Half-Way Houses.
8. Hospital Referrals - Persons who have received treatment for physical or mental problems, and are in need of shelter. Sometimes these are crime victims. We provide shelter for people from out-of-state and from foreign countries while they are being evaluated and/or receiving treatment at the Texas Medical Center.
9. Elderly - These elderly citizens usually have alcohol or mental problems, and they travel around the country, but without some family support, their income is not sufficient. Many are divorced or widowed, their children are busy living their own lives in various parts of the country, and, as a result, Agencies must become their "family".

10. Pregnant girls - These girls seeking shelter have no means of support for themselves or the baby. We give T.L.C., and after the baby arrives, our Social Worker assists the girl in working out a plan for caring for her child.

11. Little "Bag Ladies" - Unfortunately, these are to be found in every large city. Sometimes the police bring them to us in the middle of the night, but occasionally they are walk-ins. Their myriad problems have been long in the making, and they refuse to stay very long in a structured environment with sensible House Rules, but when the weather turns cold, they desire a warm bed, hot food, shower and clean clothes, and The Salvation Army is glad to be able to serve them.

12. Illegal Aliens - We provide temporary emergency shelter until appropriate agencies can take over the case.

13. Stranded Individuals - People get stranded in a big city for many reasons. Travelers Aid Society refers these people to us for shelter.

14. Disaster Victims - We house victims of home fires and also hurricane victims. Recently, a car crashed into a woman's house, and she sought shelter at our Residence.

Chairman GONZALEZ. Thank you very much, Major.

We will proceed with Mr. Zwick.

And, Major Frierson, there is no use holding you here if you have a time problem. We probably will have some questions to direct to you in writing, but we will do that in time for you to have a transcript of the proceeding and address the questions.

Thank you very much for your time.

Mr. Zwick.

TESTIMONY OF MARK ZWICK, DIRECTOR, CASA JUAN DIEGO, HOUSTON, TX

Mr. ZWICK. Thank you.

I am from Casa Juan Diego, which is a center to serve the new Spanish-speaking in Houston. It is located six blocks from here in six homes that we purchased to provide housing for the new Hispanics who have trouble finding lodging or finding their relatives here in Texas or anywhere in the United States.

Houston has a large population of new immigrants from Central America and Mexico. It would be in the hundreds of thousands. Government agencies are frequently unable to help these people until they are able to get their papers in order. In the meantime, someone has to service them, and that is our work.

We have housed close to 10,000 homeless Spanish-speaking people in the last 5 years. Many of these families have been—many of these people have been families with children, as well as Spanish-speaking battered women. Many of the local agencies do not service the Spanish speaking and most do not serve those who do not have their papers in order.

We also try to provide food to families who live on the margin, with a food program. We distribute basic commodities—rice and beans—to over 200 families each week, and also provide clothing to more than a 100 families each week. We also have medical services, legal services, and English classes.

Every day, we receive calls from various people and agencies concerning housing the Spanish-speaking mothers and their children who are on the street. This is a very serious problem, the housing of Spanish-speaking mothers and children.

For this reason, plans are underway by our center to construct a new shelter. We should break ground before too long, and we will be able to house close to 100 mothers and children in order that the families may stay together. The problem with many social services is that they separate the children from the mothers, which is a very destructive experience for the children psychologically. We attempt to keep the mothers and children together, and see this as a tremendous way to both avoid child abuse by providing shelter without pay. We never accept money from any client until the mother can get on her feet.

Casa Juan Diego, while it has a major budget, operates completely on voluntary contributions. While we service many people—hundreds of people each week—much more needs to be done, especially for houses for families. This is certainly the most serious need, especially Spanish-speaking families; battered women and battered mothers; housing that would keep them together.

A serious problem is the overemphasis on information and referral. It seems that many people are paid salaries to give the poor our phone number. We think, really, that the amount of money going into information and referral, part of that could be funneled into direct services for people, providing housing services.

That is all I have to say. I am grateful for the opportunity to be here.

[The prepared statement of Mr. Zwick follows:]

PREPARED STATEMENT OF MARK ZWICK

Casa Juan Diego has housed thousands of homeless Spanish speaking people in the last five years.

Many of these have been families with children and Spanish speaking battered women.

Casa Juan Diego provides food to 200 families weekly, clothing to 100 families and medical and legal services and English classes.

Daily Casa Juan Diego receives calls to house Spanisk-speaking mothers and their children who are on the street. For this reason plans are under way to construct a new shelter for mothers and children in order to guarantee that families may stay together.

Casa Juan Diego depends completely on voluntary contributions. While we serve many people, the needs for family housing beyond what we can do are very great.

A very serious problem is the emphasis on information and referral services in Houston in lieu of providing housing services needed.

Chairman GONZALEZ. Thank you very much, Mr. Zwick, for your presence and the time you have taken.

We will now proceed with Mr. Colon, and then have a question or two.

STATEMENT OF SALVADOR COLON, SECRETARY, NATIONAL COALITION FOR THE HOMELESS, HOUSTON, TX

Mr. COLON. Honorable Congressman, it is indeed an honor to be included among the panel and to be the last one on the panel following up such good testimony. It makes me a bit nervous.

My name is Salvador Colon. I am the secretary for the National Coalition for the Homeless. I live and work here in Houston. In fact, I have my office in the fourth ward, dealing primarily with Central American refugees.

I would like to commend you very much for coming to Houston to hear us. I personally realize how much easier it would be if the problems could all be cut along party lines. For this reason especially, I think it is certainly a great effort on your part to come to our city and hear from us about its problems.

Houston prides itself in being a city of the future. To paraphrase the once popular series, The Bionic Man, we have the technology, we have the capability, and Houston has always felt that if we have these things, we should do it with every means. Our medical centers are famous all over the world for performing miracles. The partnership between our universities and the space industry have done much to enhance the quality of life and understanding for all people. When the Allen brothers first founded Houston, they adopted an official seal for the city and on this seal there were two images, the plow and the railroad. And these were to symbolize the economic bases of the city, agriculture, and shipping, but the railroads did not get here until at least 10 years after the seal was adopted. Already Houston was learning to look toward the future and was determined to get its train.

Yet we use the glitter of our glass and the high technology of our architecture to cover our shame. The glitter on our buildings is but a reflection which covers in its shadows the mass of people that we do not want to see. The intricacy of our bridges provides shelter for these masses, and as we speed in our cars, we could not look at them if we wanted to. We live in shame and try so hard to cover that shame. But like the proverbial whitewashed tombstone, there is nothing inside but shame. Shame in our lack of courage, shame in our lack of conviction, shame in our downright mean spiritedness.

Individuals and the private sector have done a tremendous job in trying to feed and house the homeless. There are many shelters, hundreds of food pantries. There is a wonderful food bank collecting food that is not wanted by the corporations, and giving it to the needy. Many good people expend themselves daily in the effort of serving the needy. And what does the public sector do?

If I may digress for a moment, I was here early in the morning when the Mayor testified and talked of the great things that her administration has done and spoke of how the mayor's office had started this coalition for the homeless and had begun all these private sector/public sector partnerships. Actually, these things grew up on their own in responding to the needy.

Our elected officials give us pep talks. They tell us how volunteers are the backbone of the country, how nothing could be done without the good will of individuals willing to give of themselves. They even lend us their name and give us the use of the mayor's office and letterhead so we can mail out our meeting notices when we meet to discuss what is being done about the homeless. But we know that papers and postage stamps are cheap when compared with the possibility of really doing something positive. Where have the city or the State committed themselves to shelter? Where has the Government put its resources to work for the poor? What is it that our city has been doing?

Mr. Earl Phillips, the head of the Houston Housing Authority, has publicly told us that the property owned by the city is too valuable for the poor. Year after year, the city has refused to even ask for money to maintain Allen Parkway Village. In their more diplomatic moments, city officials tell us that the repairs needed to refurbish Allen Parkway Village are too expensive. Yet somehow, they find the millions to expand Dallas Avenue, and underneath the pavement they put industrial wiring and industrial sewage pipes. Dallas Avenue, which runs through the fourth ward, one of the few truly historic areas of our city, and it is evident from the way the city is investing money, that it wishes the residents would go away. In fact, it is actively planning for the day the entire neighborhood, including Allen Parkway Village and one of the largest maternity hospitals in existence, Jefferson Davis Hospital, are demolished and the land used for industrial development.

Mr. Phillips has stated that although city property is too valuable for use in housing the poor, the law stipulates that adequate replacement housing must be found for them. In other words, the people evicted by the city will not be homeless. Mr. Phillips clearly does not understand the relationship between being evicted and not having a home, and that state of being which we call homelessness. Already there is a 3-year waiting list to get into the existing public housing. The city owes a debt not only to the current residents of Allen Parkway or Clayton Homes or any of the other public housing projects, but also to the needy that it currently refuses a house. And nowhere have we seen a plan for the relocation of the residents of Allen Parkway.

Oh, yes, there is talk at City Hall of the evils of the poor congregating among themselves. There are dreams articulated, dreams of having small clusters of small housing complexes designed for the poor. These complexes would be scattered among the middle class white neighborhoods. These dreams somehow manage to pass themselves off as a plan over at City Hall. The fact is that there is no middle class white community in Houston that has wanted the poor among them. The city has nowhere to build these utopias because nobody wants them. If the city is successful in tearing down its public housing, it will have created a homeless population, whether it be legal to do so or not. And I repeat, in the midst of this debate over the existing stock of public housing, the population which needs assistance is growing.

In short, the city of Houston has gotten away with a total manipulation of the issue of homelessness in our city and, in return, it has carefully planned for the annihilation of any hope for the poor of the city. The Harris County Coalition for the Homeless, which the mayor alluded to, a coalition of churches and private organizations to work with the homeless, is coordinated by the mayor's Public Relations Office. This allows the mayor's office to take a leadership position, since everything comes out on city stationery without investing a dime. In the meantime, the city is actively seeking to sell this housing stock for industrial development, thereby generating potentially thousands of homeless persons. In response to criticism on this point, the city speaks to us of how valuable the land is, that it should be used for other purposes, and how there are much better plans; plans that would not segregate the poor and lock them into that all-encompassing cycle of poverty, that horrible thing that is supposed to happen to poor people if they associate with themselves too much.

I would close by submitting my observation that the city is simply mean spirited and has never cared about the poor. Of this, Honorable Congressional Representatives, we are terribly ashamed.

We thank you for taking the time to come here and speak honestly of this shame, and we hope that you are able to do something to correct the evils which our city perpetrates in the name of progress.

Thank you very much for having invited me. It has truly been an honor to be with you this afternoon.

[The prepared statement of Mr. Colon follows:]

PREPARED STATEMENT OF SALVADOR COLON, SECRETARY OF THE NATIONAL COALITION FOR THE HOMELESS, HOUSTON, TX

Honorable Congressman Gonzalez, distinguished members of the Congressional Panel, ladies and gentlemen, it is indeed an honor to be included among such distinguished panelists testifying on this very important issue of the homeless, and how public housing policies affect them. As a citizen of Houston I welcome you to our city, and commend you for coming to hear us.

Houston prides itself in being the city of the future. To paraphrase the opening words of the once popular series, The Bionic Man, we have the technology, we have the capability, and Houston has always felt that if we have these things then, "we should do it". Our medical centers are famous all over the world for performing miracles. The partnership between our universities and the space industry have done much to enhance the quality of life and understanding for all people. When the Allen brothers first founded Houston, they adopted an official seal for the city, and on this seal were two images: a plow and a train. These symbolized the economic basis of the city: agriculture, and the trains to ship agricultural products to our city. What is significant is that the trains did not reach Houston until over a decade after the adoption of the City Seal. Already Houston was learning to look towards the future, to work for that which was not yet. Already Houston had a dream, and was determined to win.

Yet we use the glitter of our glass and the high technology of our architecture to cover our shame. The glitter of our buildings is but a reflection, which covers in its shadows the mass of people we do not want to see. The intricacy of our bridges provides shelter for these masses, and as we speed in our cars we could not look at these masses if we wanted to. We live in shame, and try so hard to cover that shame. But like the proverbial white-washed tombstone, there is nothing inside but shame. Shame in our lack of courage, shame in our lack of conviction, shame in our down-right mean spiritedness.

Individuals and the private sector have done a tremendous job in trying to feed and house the homeless. There are many shelters, and hundreds of food pantries. There is a wonderful food bank, collecting good food that is not wanted by the corporations, and giving it out to the needy. Many good people spend themselves totally in the effort of serving the needy. And what does the public sector do?

Our elected officials give us pep talks. They tell us how volunteers are the backbone of the country, how nothing could be done without the goodwill of individuals willing to give of themselves. They even lend us their name telling us they support us and are part of our efforts. At times the city even gives us the use of the mayor's office and letterhead so we can mail out our meeting notices when we meet to discuss what is being done about the homeless. But we know that paper and postage stamps are cheap when compared to the possibility of really doing something positive. Where have the city or the state committed themselves to shelter? Where has the government put its resources to work for the poor? What is it that our city has been doing?

Mr. Earl Philips, the head of the Houston Housing Authority, has publicly told us that the property owned by the city is too valuable for the poor. Year after year the city has refused to even ask for money to maintain Allen Parkway Village. In their more diplomatic moments, city officials tell us the repairs needed to refurbish Allen

Parkway Village are too expensive. Yet somehow they find the millions to expand Dallas Avenue, and underneath the pavement they put industrial wiring and sewage pipes. Dallas Ave. runs through the fourth ward, one of the few truly historic areas of our city, and it is evident from the way the city is investing money, that it wishes the residents would go away. In fact, it is actively planning for the day the entire neighborhood, including Allen Parkway Village and one of the largest maternity hospitals in existence, Jefferson Davis Hospital, are demolished and the land used for industrial development.

Mr. Philips has stated that although city property is too valuable for use in housing the poor, the law stipulates that adequate replacement housing must be found for them. In other words, the people evicted by the city will not be homeless. Mr. Philips clearly does not understand the relationship between being evicted and not having a home, and that state of being we call homelessness. Already there is a three year waiting list to get into the existing public housing. The city owes a debt not only to the current residents of Allen Parkway, but also to all the needy that it currently refuses to house. And nowhere have we seen a plan for the relocation of the residents of Allen Parkway.

Oh, yes, there is talk at city hall of the evils of the poor congregating among themselves. There are dreams articulated, dreams of having small clusters of small housing complexes designed for the poor. These complexes would be scattered among the middle class White neighborhoods. These dreams somehow manage to pass themselves off as a plan over at city hall. The fact is that there is no middle class White community in Houston that has wanted the poor among them. The city has nowhere to build these Utopias because nobody wants them. If the city is successful it tearing down its public housing, it will have created a homeless population, whether it be legal to do so or not. And I repeat, in the midst of this debate over the existing stock of public housing, the population which needs assistance is growing.

In short, the city of Houston has gotten away with a total manipulation of the issue of homelessness in our city, and in return it has carefully planned for the annihilation of any hope for the poor in the city. The Harris County Coalition for the Homeless (a coalition of churches and private organizations who work with the homeless, which is not affiliated with the National Coalition for the Homeless) is coordinated by the Mayors' public relations office. This allows it to take a leadership position, since everything comes out on city stationery, without investing a dime. In the meantime, the city is actively seeking to sell its housing stock for industrial development, thereby generating potentially thousands of homeless persons. In response to criticism on this point, the city speaks to us of how valuable the land is, how it should be used for other purposes, and how there are much better plans, plans that would not segregate the poor and lock them into that all-encompassing cycle of poverty, that horrible thing that is supposed to happen to poor people if they associate with themselves too much. I would close by submitting my observation that the city is simply mean-spirited and has never cared about the poor. Of this, Honorable Congressional Representatives, we are terribly ashamed. We thank you for taking the time to come and hear us speak honestly of this shame, and we hope that you are able to do something to correct the evils which our city perpetrates in the name of progress.

Thank you very much for having invited me. It has truly been an honor to be with you this morning.

Chairman **GONZALEZ**. Thank you, Mr. Colon, for an excellent statement. Most eloquent; I would say almost poetic. Very very well done. I realize it is not easy to speak that way, but we have come here and we leave, but you stay here. I realize and we are aware of it, that you have helped us immensely in trying to be helpful to you and the people and the citizens that you are mostly concerned with.

I guess Mr. Zwick had to leave. But we may submit some questions for Mr. Zwick of a more specific kind, pertaining to the numbers that he reported to us. He first talked about it being in the hundreds of thousands and then he said 10,000. So I want to make sure that we have a reasonable estimate of what it is that his particular center, Casa Juan Diego, is able to note in the way of the documented or the illegal immigrants that we have in Houston.

You may have some ideas. If you would like to comment, I would like to hear.

Mr. COLON. The best estimates we have are very mixed. I work mainly with Central Americans. We have an estimate, which we are pretty much going to stand behind, of around 50,000 Central Americans in Houston. This does not include a lot of other nationalities. I don't know; possibly 100,000 is an adequate assessment.

Chairman GONZALEZ. Total?

Mr. COLON. Total. And Mr. O'Neal at the INS would point to something close to half a million, but it can't be that many. That is almost all the Hispanics that there are in Houston. I doubt very seriously if that is correct.

Chairman GONZALEZ. They all look alike.

Mr. COLON. Yes.

Chairman GONZALEZ. We have that on a national level. Nobody really knows.

We do have two members of the last panel. We have two more panelists that we had invited.

But I wanted to say that the area in which you are working is really the one that is in desperate need now. I want to thank you for what you are doing and, above all, for being willing to testify for the record.

We will be in communication with you sending you the transcript of the proceedings. We will give copies of this testimony to the members of the subcommittee that had first indicated they thought they could make some of the hearings. They may have some questions that they wish to submit. But they will do it in ample time for you to get the transcript of the proceedings today.

Thank you very much.

Mr. COLON. And thank you very much.

Chairman GONZALEZ. I am delighted that as our final panelists we have Mr. Charles Pack and Mary Pack, who I wanted to publicly thank for communicating with me after the first story was written, I believe, in the Houston Post. The picture that appeared in the Post was taken when I think I had just had an impacted tooth removed. I wasn't too happy.

Anyway, thank you very much. You are recognized. Will it be Mister or—OK, Mrs. Pack.

Mr. PACK. She has requested that I go first.

Chairman GONZALEZ. Surely.

STATEMENT OF CHARLES PACK, ALLEN GENOA PROJECT

Mr. PACK. Congressman Gonzalez, I am Charles Pack, and this is my wife, Mary Pack. We are not experts. We are just appearing as concerned citizens.

One of the things that I would like to speak to you about is the proposed housing project at 1500 Allen Genoa Road. Allen Genoa Road is the boundary between the city of Pasadena and the city of Houston, Pasadena on one side and Houston on the other.

The Housing Authority proposes to build an 84-unit, about $4.5 million housing complex. And what we are here for mainly is that it is a poor site. And the reason it is a poor site is because it has drainage problems. That is one thing. What I want to tell you is that in the project, they propose to have a 1½ acre retention, or detention pond in the center of the housing project. It is going to be, at the deepest point, 7 feet deep. I think that that is a very bad situation for children.

Another thing is that there is poor public transportation in that end of Houston. The city of Pasadena has no public transportation. It is located approximately 20 to 25 miles from the medical center. So medical facilities and other places. Also, it is about 20 or 25 miles from the inner city. I would think that most of the people that would probably live there, if they had their choice, would rather be closer to the inner city.

Now, another thing that concerns me is that the Houston Housing Authority proposed two other sites before they chose this one. The other two sites, people objected, and the housing authority chose not to build them there. Then they chose this site.

On the $4.5 million contract, there was only one contractor that submitted a bid. That, to me, would be a red flag that more contractors did not bid on it.

I would like to give you this material here for your records. In that material, there is a memorandum from HUD that says, on a point system, zero to 100, this project would rate 47. Also, the contractor operates under four different names. Most every time that I pick up the paper, when it mentions the Allen Genoa project, there is another name for the contractor, but it is the same person. He has four different names.

So I know that you have had a long day. I am going to close it off there. And if my wife wants to say something, I hope you would listen to her.

Chairman GONZALEZ. Well, certainly.

The documentation you have there, we will include in the record. I guess it is more than this, isn't it?

Mr. PACK. Yes sir. There it is right there. I think it is more than that.

Chairman GONZALEZ. All right.

Mr. PACK. A lot of things there have already been said about Allen Parkway Village is in there also.

Chairman GONZALEZ. Now, this is an 84-unit project?

Mr. PACK. Yes sir.

Chairman GONZALEZ. Well, let's see. That would translate into—well, it looks to me that at that cost, the cost per unit exceeds their anticipated cost of modernizing or reconstructing.

Mr. PACK. Well——

Chairman GONZALEZ [continuing]. Want to demolish, the village.

Mr. PACK. We would like to see them spend the money remodeling the facilities that they have.

Chairman GONZALEZ. Was this a negotiated contract? You said there was only one bidder. Did they have bids published?

Mr. PACK. I cannot answer that. There is an article in there that says—it was in the paper—that says this contractor was the only one that submitted a bid for this project. Originally, for the other two projects, I think there were—and it is also in that article, too—I think there were as many as 20 some odd people who bid when the proposal was at another site. And some of them were rejected for one reason or another. I think they ended up, there were possibly six or seven. But for this project, there was one bidder.

Chairman **GONZALEZ**. Well, thank you very much, Mr. Pack.

[Mr. Pack submitted the following miscellaneous materials for inclusion in the record:]

Housing Authority to boycott hearing

Razing project proposed

By JANET ELLIOTT
Post Reporter

The Houston Housing Authority is boycotting a congressional public hearing scheduled next month in Houston because one of the subjects is the proposed demolition of Allen Parkway Village.

PHILLIPS: 'Witch hunt'

HHA Executive Director Earl Phillips said he also has withdrawn his earlier decision to allow the House of Representatives' subcommittee on housing to hold the hearing in the community room at the Clayton Homes housing project. Instead, the Oct. 14 hearing will be at the West End Multi-Service Center, a city facility at 170 Heights Blvd.

Rep. Henry B. Gonzalez, D-San Antonio, chairman of the subcommittee, said this is the first time in more than four years of holding hearings around the country that a housing authority director has snubbed his subcommittee.

GONZALEZ: Snubbed

Housing authority maintenance workers had painted the Clayton Homes community room and spruced up the low-income project located just northeast of downtown in anticipation of the hearing.

But Phillips said since that time he has learned more about the hearing and believes it is designed to be an "Allen Parkway witch hunt."

"We would be delighted to help (the subcommittee) if they were coming for positive and constructive purposes," Phillips said. "But the more we talked to people we found out they were coming to take potshots at us."

Phillips added that the Gonzalez committee can make no decision about Allen Parkway Village and any discussion of the project's future by the congressmen would be "pointless."

Gonzalez countered that his subcommittee helps write federal housing policy and appropriate funds for the programs. He said it is within the subcommittee's jurisdiction to assess the condition of the nation's public housing stock.

"I am quite surprised and disappointed at the Houston director's decision," Gonzalez said. "What has he got to hide?"

Phillips has butted heads for two years with some Allen Parkway Village tenants and others who are opposed to tearing down the city's largest housing project. The 1,000-unit development west of downtown is located on what many believe to be the city's most valuable real estate.

The HHA Board of Directors voted in 1983 to close the decaying project and sell or lease the land. Profits would be used to provide replacement housing for the Allen Parkway Village tenants and for housing authority operating costs, officials have said.

The hearing is scheduled for Oct. 14 at 9:30 a.m.

7/21/85
Houston Chronicle

Housing authority director refuses request for budget

Earl Phillips, executive director of Houston's housing authority, has refused a formal request by the Houston Chronicle to release the agency's 1985 operating budget pursuant to the state Open Records Act.

After the board of commissioners of the Housing Authority of the city of Houston approved the budget in open session Tuesday night, Phillips said the budget is not open record until it is approved by the U.S. Department of Housing and Urban Development, which funds the housing authority.

HUD spokesmen in Houston and in Washington, D.C., though, said Wednesday no federal rules forbid the release of the proposed budget.

Wednesday afternoon, a Chronicle reporter delivered the newspaper's formal, written request for release of the budget. "Tell them they can go take a flying —," Phillips responded.

When he finished reading the request aloud, he repeated his response in the amended form, "Tell them they can go take a flying leap."

Chronicle attorneys are preparing a lawsuit seeking the release of the budget and all schedules and attachments.

"I know these aren't official documents yet," Phillips said in defending his decision keeping the budget private. "I know I'm right."

Chronicle Managing Editor Tony Pederson said Phillips is in error.

"The Chronicle strongly disagrees with the idea that the budget is a so-called working document and, therefore, not public," Pederson said.

"Our attorneys will file appropriate papers in court as soon as possible to seek release of the information."

When informed of Phillips' actions Wednesday, Washington HUD spokesman John Catrow said no federal regulations prevent the director from releasing the budget to the newspaper. That is up to the local housing authority, he said.

Houston's HUD spokesman Bill Robertson agreed the housing authority does not have to request permission to release the documents.

"It's between you (the Chronicle) and him (Phillips)," Robertson said.

Tuesday night, though, Phillips told a reporter the board's $7 million 1984 budget request to HUD was released to the public before HUD approval and federal officials subsequently asked him not to repeat the action.

City to seek $2.7 million for low-cost housing project

Houston City Council has voted to seek $2.7 million in federal funds for the first phase of a plan to build 2,300 low-cost housing units in inner-city neighborhoods.

The proposed Urban Development Action Grant, along with an additional $630,000 from federal funds already allocated to the city, would be used to build 283 townhouses, duplexes and single-family homes on three sites in northside and East End neighborhoods.

Families who meet certain income guidelines would be eligible to purchase the reduced-cost homes. Ultimately, the city hopes to use this concept, which includes participation by developers and builders, to subsidize construction of 2,300 housing units in low-income inner-city neighborhoods.

In a related matter, council voted Wednesday to submit a section of Almeda Street, from Cleburne Street to North MacGregor Drive, for participation in a pilot federal program designed to revitalize commercial areas in eight U.S. cities.

The purpose of the program is to retain and renovate existing businesses and to attract new ones to areas such as Almeda Street, which city officials say was once a thriving commercial area that has suffered economic decline due to suburban movement and freeway development.

If the city's application is approved, the program would be funded with about $270,000 in federal Community Development funds.

In addition, Council approved the use of about $1 million in Community Development funds for improvements to two public housing projects.

Council Wednesday allocated $312,421 in federal funds for installation of security lights at the Kelly Village project, 119 Grove, and $988,316 for various site improvements and housing rehabilitation at Clayton Homes, 1919 Runnels.

The Housing Authority of the city of Houston selected these two projects for the supplemental funding. The federal government already has committed $4.02 million to Kelly Village for improvements and $2.9 million to Clayton Homes.

Page 14, Section 1 Houston Chronicle Tuesday, August 7, 1984

EDITORIALS

Housing authority should explain itself. Forthwith

The Houston Housing Authority refuses to explain why its estimated cost for rehabilitating Allen Parkway Village is more than twice as high as the cost to rehabilitate two similar public housing projects here.

This is simply unacceptable. The HHA is a public agency, spending taxpayer money on public business. It is obligated to explain how it goes about that business.

The HHA wishes to demolish Allen Parkway Village. It estimates that the cost of rehabilitating the project would be $36,000 per unit. Yet it requested and received federal funds to rehabilitate two similar projects, Kelly Village and Clayton Homes, at a cost of about $14,000 per unit.

The line items in these costs raise even more questions. The HHA estimates it would cost $1,300 per unit for painting at Allen Parkway, but requested $300 per unit for painting at the other two projects which were described as in "severe need of painting." New heating units at Allen Parkway were estimated at $420 per unit, while the request for the other two projects was $175 per unit. Installing smoke detectors was estimated to cost $65 per unit at Allen Parkway, and $15 at the other two projects.

Why are these costs so different? It is a simple and pertinent question and demands a straightforward answer. There may be some reasonable explanation. If so, fine, let's hear it. But the HHA refuses to provide an explanation.

That should not be tolerated. The HHA is an instrumentality of the city, its board is appointed by the mayor. The mayor and the City Council would not for two seconds put up with such arithmetic without explanation from anyone else.

Neither should the public have to put up with it. The HHA should explain itself. Forthwith.

3/21/85

Page [illegible], Section 1 Houston Chronicle Thursday, March 21, 1985

EDITORIALS

Why is housing authority operating this way?

The Houston Housing Authority has for some time shown a disturbing tendency to conduct its affairs in secret.

In the latest such instance, the housing authority refuses to make public its operating budget for this year. The authority's board approved the budget in an open, public meeting but would not reveal what it contained.

Earl Phillips, the housing authority's director, said officials of the federal Department of Housing and Urban Development had asked that the budget not be revealed until it was approved by them. But HUD officials say they know of no such federal rule and that releasing budget information is up to the local housing authority.

The housing authority is a public agency, spending taxpayer money on public business. Its budget is obviously public business and the authority should not be concealing it.

This secrecy and refusal to be accountable to the public seems to be part of a pattern, or mind-set, at the authority. It has, for example, consistently refused to answer serious questions raised about the figures it has used to justify demolition of Allen Parkway Village.

The HHA estimates that the cost of rehabilitating Allen Parkway Village would be $36,000 per unit. Yet it requested and received federal funds to rehabilitate two similar housing projects here at a cost of about $14,000 per unit. Why the difference? The housing authority refuses to even discuss the matter.

We do not know why the housing authority is being operated this way, with a lack of elementary public accountability. But it seems time for someone to find out.

Public housing

10/9/85

If a homeowner had not maintained his property, he ordinarily would not brag about how deteriorated it had become. How ironic it is for Houston Housing Commissioner John Zipperich II (Sept. 27) to complain about the state of disrepair at Allen Parkway Village when he was part of the neglecting organization.

The Housing Authority . . . declined to use $10 million from HUD for extensive repairs. They chose neglect, boarding up units. . . . Most of the millions were reclaimed by HUD for more prudent cities.

Among the proposed changes at AP Village were off-street parking for tenants so fire trucks would have easy access on present roads. There are indeed many repairs needed, but thousands are on the waiting list for affordable shelter, whether in big, old AP village or small, new Kennedy Place.

The official really stretches his case to raze these structurally sound buildings with two-way ventilation, extensive open space, fine old trees, when he complains about mildew.

I'll be happy to donate a remedy for our common Houston problem — a case of Cholorax.

Martin Baer

Valkeith, Houston 77096

The Housing Authority has long desired to close down Allen Parkway Village and sell the land for development. That could explain its shabby shape. — Editor.

The Houston Post/[illegible] September 27, 1985/ [illegible]

Public housing: wrong way and right

Allen Parkway Village must give way to new, thoughtful designs

By JOHN L. ZIPPERICH II

FOR RENT: 2 bedroom, 1 bath 530 sq. ft. second and third floor apartment close to downtown; no A/C, 1 space heater on first level; plenty of ventilation thru broken windows or windows that don't close; tub, no shower; minimal closet/storage space; no carpeting; no laundry facilities; limited parking in heavily potholed areas; severe problems in bad weather include roof leaks, flooding of access streets, electric and phone outages; original electric system overloads on warm days if resident-owned A/C units are used.

Does this sound like the type of apartment you would feel good about moving your parents into or perhaps your own family?

On the assumption that your answer is "no," consider this question: Is this the type of apartment you would feel good about a family moving into, perhaps a family receiving welfare and food stamps? Did your answer change? Are the poor "different" [illegible] you or me and deserving of "diff[illegible] treatment? Do "different" mean [illegible] as good" or "inferior"?

Allen Parkway Village is a 1,000-unit public housing development built 41 years ago to clear existing substandard housing in the area and temporarily house white families of essential war workers as well as low-income families. After the war, all of the units were converted to housing for poor white families.

Long-term consequences

In the early years of public housing very little thought was given to the long-term consequences of the program. The first public housing constructed was a result of the Industrial Recovery Act of 1933, which was concerned more with creating jobs for victims of the Depression. Then the onset of World War II created jobs in the war factories and a need for housing for the workers.

In attempting to design housing for the poor that was politically acceptable (that is, not appearing to be "too good"), local and national officials went overboard in the opposite direction. Perhaps the fact that the structures were solidly built should be considered miraculous in light of all the other corners that were cut.

Poor site planning of Allen Parkway Village's 53 buildings created endless rows of barracks-like, monotonous masses of brick, concrete and asphalt.

Through standardization of every detail, its minimal standards became more emphasized. Facilities were simply not designed for large numbers of children. The large scale of this development and the poor use of open spaces are factors which have accelerated its deterioration and further dramatized the segregation of the poor.

This segregation of the poor from the surrounding neighborhood is enhanced by the overall design [illegible] Allen Parkway Village. The buildings [illegible] onto Allen Parkway and Buffalo [illegible] and thus, have their "backs" to the surrounding Fourth Ward neighborhood. Also, there is no direct access from Allen Parkway Village to West Dallas Street, which acts as the boundary between the development and Fourth Ward. Allen Parkway Village appears as a separate island with no relationship to the immediate area.

The rooms are small and the storage areas are even smaller. Originally, the government may have saved a few dollars with this approach. But the discomfort of the residents coupled with the excessive use of such minimal space caused an even more rapid deterioration of the apartments.

In fact, the wear and tear of so many families jammed together in limited living spaces rapidly overwhelmed Allen Parkway Village. And philosophically the government was never fully committed to public housing enough to infuse the necessary rehabilitation funds to keep pace with the rapid deterioration at the larger developments.

Advanced deterioration

As a result, Allen Parkway Village is in the advanced states of deterioration of major systems and structural components. The plumbing systems are failing at an ever-increasing rate and require continual maintenance and cabling to keep them open. Raw sewage backups are commonplace, as are breaks in the water lines. The interior plumbing systems have degenerated so badly that even frequent [illegible] the need.

The electrical system is severely under capacity and cannot accommodate current load demands. The apartments have only 30-amp service on two to three circuits and minimal outlets. This causes excessive use of extension cords, which is clearly a fire hazard. The circuits are faulty and obsolete. Due to the age and fragile condition of the conductors in the conduits encased in the walls, new wiring is nearly impossible to pull without causing short circuits.

The transformers are undersized and are burning out at an ever-increasing rate. Should a major fire break out at Allen Parkway Village, the fire department could encounter devastating problems. Because the development can only accommodate about 400 parked cars — and there is need for 1,000 spaces — the streets are clogged with vehicles. Modern fire equipment cannot negotiate these narrow passages and [illegible] such circumstances, [illegible] precious time would be wasted while equipment was maneuvered to a fire.

The existing heating and ventilation systems are either inadequate or nonexistent. There is a total absence of insulation in the building and roof system. Many steel casement windows are warped and [illegible] rty in order to seal out the cold weather. All existing interior walls and ceilings need to be replastered and/or resheetrocked due to their poor condition and constant mildewing state. The list of repairs and improvements necessary to return this housing development to useful life is endless.

At the time Allen Parkway Village was built, the area already contained a disproportionate share of dilapidated buildings and unpaved streets. Good development management becomes more difficult in direct proportion to the social distress of the surrounding neighborhood. In recent years the Fourth Ward has undergone tremendous changes. The land use has changed from predominantly residential to commercial, such as parking lots that bear little, if any, relationship to the neighborhood's residents.

The population declined 7.7 percent while the rest of Houston grew by 29 percent in the time period between 1970 and 1980. The median income in 1980 was $18,474 for Houston; the Fourth Ward figure was $4,[illegible].

Unsuitable for housing

These multiple problems of a poorly designed and physically deteriorated large development in the very poorest of all neighborhoods have made Allen Parkway Village unsuitable for housing purposes. No amount of rehabilitation funding can correct so many of the basic flaws in the original meager design, much less the surrounding neighborhood. For too many years the poor have had to survive under these conditions, and a change for the better is long overdue.

A change came in August 1983 when Kennedy Place was officially opened and leased to low-income families. These 60 townhomes marked the first new public housing construction in Houston in over 20 years. Located in the heart of the Fifth Ward near the intersection of Clinton and Jensen drives, Kennedy Place is an oasis in the midst of a desert. These public housing units are beautiful, well-designed and break all the stereotypical connotations about "the projects." In fact, most individuals mistake these units for private-market housing and are stunned to find them in this neighborhood.

Kennedy Place is small, easy to manage, and planned in order to accommodate several very large families. Its appearance has inspired its neighbors to clean up their homes and yards in the spirit of neighborhood pride.

In fact, resident leadership at Kennedy worked with Brown & Root as well as a host of city departments and the Houston Committee for Private Sector Initiatives to clean up the entire neighborhood. Vacant, burned-out buildings were demolished, lots were cleared, heavy trash was removed and the community drew closer together through this beautification effort. No longer do public housing projects "bring down" a neighborhood; instead, residents reach out to their neighbors to improve their environment as in any community of concerned citizens.

Ground will soon be broken for an 85-unit development on Allen-Genoa Road. Again, careful planning, long-term commitment, and the needs of over 4,000 families waiting for a public housing unit have combined to design a quality development. This townhouse complex will enhance the surrounding area aesthetically as well as economically.

Different feeling

The families who live at Kennedy Place and other more modern developments, such as Long Drive Townhomes and Wilmington House, have an entirely different feeling about themselves than the families at Allen Parkway Village. The families at Kennedy Place live in housing comparable to other Houstonians, not different or inferior.

By normalizing living conditions, low-income families no longer feel the sting of segregation based upon where they live. Their self-esteem and confidence rise — the first step to rebuilding and trying to better their lives.

Unlike food or clothing, shelter has long-term influence over an individual, household and community. Shelter is much more than just a roof over your head. How you live and where you live can either make or break your chances for upward mobility and a better life. The families not only at Allen Parkway Village, but all low-income families of Houston, deserve a better place to live.

Zipperich is a commissioner of the [illegible] Authority of the City of Houston and general [illegible] for the Sisters of Charity of the Incarnate Word.

Allen Parkway Village's streets are so clogged with vehicles that modern fire equipment cannot negotiate them.

★The Houston Post/Wed., April 25, 1984/ 13A

Razing Allen Parkway Village will be approved, agency told

By JANET ELLIOTT
Post Reporter

The Houston Housing Authority can expect federal approval to demolish Allen Parkway Village and sell the valuable real estate on which it sits, the assistant secretary for the nation's public housing programs said Tuesday.

Warren Lindquist, the U.S. Housing and Urban Development assistant secretary, made the remarks in Houston at a meeting of Texas public housing officials.

Lindquist said provisions of the 1983 housing act, signed into law last November, should make it easier for Houston to sell or lease the 39 acres just west of downtown. Dallas just recently received HUD approval to dispose of a public housing project, after more than three years of trying.

Only 17 families remained in Washington Place, a 347-unit project, when the Dallas Housing Authority closed it earlier this month. The property will be sold to Baylor University Medical Center for $9.5 million.

Lindquist said the new regulations will not require the 1,000 units at Allen Parkway Village be replaced with the same number of new units. Instead, the tenants can be relocated into other assistance programs that use existing private housing.

Lindquist said the new thinking in Washington is that cities should get rid of inadequate housing units and renovate what remains into livable units. He also said the revenues from selling valuable commercial land can be used to provide even more housing for low-income people.

Lenwood Johnson, president of the Allen Parkway Village resident council, said he is not surprised at Lindquist's position. But he said the residents will continue to resist the razing of the project and have agreed to hire a lawyer if necessary to save their homes.

While the new housing act provides for no new projects like Allen Parkway Village, Lindquist said it does offer more programs to help poor people pay private sector rents.

His remarks were in stark contrast to those made Monday by U.S. Rep. Henry Gonzalez, a San Antonio Democrat. Gonzalez predicted there will be no public housing left if Reagan serves another four years.

This year, HUD is allowing funds for 5,000 new units of public housing nationwide. However, these are not to be newly constructed units, but existing units acquired and rehabilitated. HUD is not funding any new units in 1985, Lindquist said.

Lindquist also discussed the Clarksville desegregation case, where white and black families in the small Northeast Texas town were forced to switch apartments to integrate three projects. Lindquist said 62 other Texas communities face similar segregation problems.

Another bit of news about new HUD policy struck fear into the hearts of Houston housing officials. Lindquist said that HUD is going to stop paying local authorities a rent subsidy for vacant units.

Budget approval from HUD sought for housing project

By LORI RODRIGUEZ
Houston Chronicle

Houston's housing authority is asking the federal government to approve a proposed $3.7 million budget for a housing project in the Allen-Genoa area that has been hotly opposed from its inception.

As soon as Pasadena residents and officials learned of the proposed 86-unit facility for the poor in April 1983 they filed a lawsuit against it.

The battle dragged on for two years, until U.S. District Judge James DeAnda last March held as totally unfounded charges that the project would increase area flooding, overcrowd schools, aggravate drainage problems and create a host of other ills.

Tuesday night, commissioners of the Housing Authority of the city of Houston voted to ask the U.S. Department of Housing and Urban Development to approve a proposed budget that would pay developer Harold A. Odom, president of Management Enterprises, $3.3 million for the turnkey project.

The remaining amount is earmarked for development costs, including $175,000 for interest to HUD, $26,200 for inspection costs, $19,595 for project staff salaries, and $64,000 in legal expenses.

If the budget is approved, groundbreaking should get under way within the next few months.

Chronicle

7 ft. avg. ~~detention~~ retention pond

Saturday, April 23, 1983

Proposed site near Pasadena

Housing project plan meets heavy opposition

BY TONY FREEMANTLE
Chronicle Staff

Despite an obvious attempt by the Housing Authority of the city of Houston to adhere to the law in presenting a proposal for an 86-unit public housing project on the border of Pasadena, the plan met with strong opposition from elected officials and citizens at a public hearing Friday.

Pasadena Mayor Johnny Isbell, Houston City Councilman Frank Mancuso and Pasadena Police Chief David Mullican were among the speakers who addressed the housing authority board in the Pasadena High School auditorium.

Speakers were unanimous in their opposition to the $4.5 million project planned for the 1500 block of Allen-Genoa Road in far southeast Houston, citing an increase in crime in the area, a decrease in property values, traffic congestion and increased competition in an already depressed job market in Pasadena if the project is built.

Isbell, a Pasadena resident for 42 years, said objections to the proposed project fell into two broad categories: concern over the effect on citizens and homeowners in the immediate vicinity of the project and concern about the inappropriate placing of the project and the effect this will have on the residents.

Isbell said that historically, public housing projects have a detrimental effect on property values around them. He added that the closest school to the proposed project, Williams Elementary, was near capacity enrollment and that "normal growth" in the area would push the school over its maximum capacity by September.

Isbell also said increased storm runoff caused by the construction of the proposed project would tax the city's overburdened storm sewer system and that residents near the project would be faced with an increase in crime.

Isbell's concern also centered around inadequate day-care facilities in the area, a lack of public transportation, the project's distance from the nearest shopping centers and the unemployment level in the city.

Furthermore, he said, the federal Department of Housing and Urban Development, which provides funds for and oversees local housing projects, has indicated a shift in philosophy from building high density low-income housing projects to reimbursing low-income citizens for rent they are paying on existing dwellings.

"Public housing aggregates low income families into a single, concentrated domestic site," Isbell said. "The trend is to move away from aggregation and toward a scattered housing system."

Mancuso, whose district includes the area of the city in which the proposed project is to be built and who lives a short distance from the site, said that in a recent talk with housing authority board Chairman H.J. Tollett, he was informed that on a scale of desirability, ranging from 1 to 100, the Allen-Genoa site scored less than 40 points.

He said the site was inadequate for a housing project and that it is "a shame these people (those who attended the hearing) have to leave their homes and come here to defend their own property."

"I hope you don't make a hasty judgment out here," Mancuso told board members.

Police Chief Mullican said the proposed project would place an "undue burden on our police department and the city of Houston's."

He said he did not have any hard statistics to prove his contention, but "anytime you have a high concentration of economically depressed people, crime increases."

Mullican said that since the project would be inside Houston city limits, Pasadena police would technically have no jurisdiction in the area. However, he said, the Houston Police Department was already having difficulty covering the city and would probably not be able to cope with the problem of another public housing project.

The housing authority's attempts to build a project on Allen-Genoa Road follow their unsuccessful attempts last fall to construct two projects. But political and public pressure, and a failure to hold public hearings on the proposals for a project in the Westbury subdivision forced the authority to abandon plans for that site and for one in the affluent Spring Branch area.

The authority, apparently determined not to fall into the same trap and, preceded Friday's hearing on the Allen-Genoa site was with an address on the philosophy of public housing in general by Chuck Taylor, director of planning and development for the housing authority, and a slide presentation on the project under discussion.

Detailed plans and architect drawing were displayed in the lobby of the auditorium.

No comment was made by board members and a decision on whether to proceed with the project will be made at a later date at an authority board meeting.

TX-5-21

Stop the project!

By BEN ROYAL
Citizen Staff

Pasadena has won a temporary restraining order to stop the Houston Housing Authority from moving ahead on construction of a low-income housing project along Allen-Genoa Road.

The order was issued Thursday by State Judge Michael O'Brien, who also set a July 7 hearing on the city's request for a temporary injunction against the project proposed for the 1400-1600 block of Allen Genoa.

Also named in the suit were Texas Construction Group, Inc. and Matterhorn, Inc., which will build the 36-unit project and sell it to the housing authority for $4.6 million.

In the suit, the city charges that because the site is on the boundary between Houston and Pasadena, most of the services for the project will be provided by and paid for by Pasadena.

The suit says that:

- Allen-Genoa, the only access to the proposed project, is patrolled by the Pasadena Police Department;
- children in the area would attend Pasadena schools and the department provides crossing guards, school zone protection and the necessary signals and signs along the road;
- pedestrians and vehicles from the proposed project use Pasadena streets and would shop at businesses and use recreational facilities in Pasadena;
- the propose site does not have accessible storm sewers nor acceptable drainage; and
- a 7-foot deep, acre-wide retention pond planned to deal with drainage would drain into drainage systems and thus adversely affect the city. It also charges that the pond would cause serious health and safety problems.

Pasadena is basing its efforts on a state law that says that the area of operation of a housing authority shall not include any area which lies within the territorial boundaries of another city.

The suit also charges that the city was never asked to assist in the planning of the project nor asked to enter into any cooperative agreement concerning the project. In addition, the city has never been approached with any plan or provision for agreements to make payments to the city for improvment, services or facilities which would benefit the project.

CITY OF HOUSTO
Post Office Box 1562 Houston, Texas 7

Kathryn J. Whitmire, Mayor

CITY COUNCIL MEMBERS Larry McKaskle · Ernest McGowen, Sr. · George Greanias · Anthony W. Hall, Jr. · Frank O. Mancuso · John G. Goodner · Christin
Dale M. Gorczynski · Ben T. Reyes · Jim Westmoreland · Eleanor Tinsley · Jim Greenwood · Homer L. Ford · Judson Robinson, Jr. · CITY CONTROLLER Lanc

Public Works Department
Jimmie Schindewolf, P.E., Director

October 7, 1982

Mr. Robert A. Boyd, Jr.
8700 Commerce Park, #218
Houston, Texas 77036

Dear Mr. Boyd:

Reference is made to your letter of September 27, 1982, concerning the availability of City utilities to 10 acres of land located on Allen-Genoa Road bounded by Oriole and Woodlark, where you propose to construct 250 apartment units.

This site is located on Sewer Record Map 1308-B-4398A and would be served by the Sims Bayou System upstream from Milby. A building permit application will be signed by the Wastewater Division for your proposed construction of 250 apartment units with individual washer/dryer connections on your 10 acre tract. Sanitary sewer connection must be made to the 8-inch sewer in Flagstone adjacent to the southwest corner of your tract.

The existing 12-inch water main on Allen-Genoa will provide water service. (Map 459-A)

Adequate drainage is not available to serve your tract. It is recommended that your engineer contact the Storm Sewer Section of this Department.

Sewer and water connection charges may be payable prior to the issuance of a building permit.

A copy of this letter must be attached to your building plans when applying for a permit. If, for any reason, any modifications are made in this proposal which would change the waste load conditions, a new commitment will be required. If this project is not under construction within twelve months, a new commitment must be secured.

Plans must be approved by the Building Inspection Division of this Department before a permit will be issued.

Very truly yours,

Jimmie Schindewolf, P.E.
Director
Department of Public Works

JS:DMG
Copy to Wastewater Division

RECEIVED
10/14/82

KISSNER & PAPPAS, P.C.
A PROFESSIONAL CORPORATION
ATTORNEYS AT LAW
4265 SAN FELIPE, SUITE 550
HOUSTON, TEXAS 77027

TELEPHONE 850-0004
AREA CODE 713

LEO A. KISSNER, BOARD CERTIFIED FAMILY LAW
TEXAS BOARD OF LEGAL SPECIALIZATION
DANIEL C. PAPPAS
PHYLLIS A. PENN
DOUGLAS A. SAKOVIC
OF COUNSEL: GEORGE EDWARDS

August 12, 1985

Mr. Gilbert F. Ganucheau, Clerk
U. S. Court of Appeals - Fifth Circuit
Room 102, 500 Camp Street
New Orleans, LA 70130

RE: No. 85-2272
City of Pasadena vs Texas Construction, et al;
On appeal from the United States District Court for the
Southern District of Texas, Houston Division
(USDC # H-84-4628)

Dear Mr Ganucheau:

Enclosed please find for filing among the papers in the above referenced matter, Appellant's Brief.

Seven (7) copies of said document are enclosed herein. Also enclosed are four (4) copies of Record Excerpts. Please indicate the time and date of filing and return to us in the enclosed self-addressed, self-stamped envelope.

We are forwarding the original transcript to Mr. Roger Rider, attorney of record for the Housing Authority of the City of Houston.

Please note that we are requesting oral argument.

Thank you for your courtesies and consideration in this matter.

Very truly yours,

/s/
Daniel C. Pappas

DCP:ls
Encls.

cc: Mr. Roger A. Rider
Mr. Sidney J. Braquet
Mr. Robert Darden
Mr. John Ray Harrison
Ms. Beth Kilgore

B.K

Memorandum

U.S. DEPARTMENT OF
HOUSING AND URBAN DEVELOPMENT

TO : William Robertson, Jr., Acting Deputy Supervisor for Development, 6.8FD

DATE: JUN 30 1983

IN REPLY REFER TO:

Eddie P. Violette

FROM : for Rogelio R. Santos, Deputy Supervisor-Management, 6.8FM

SUBJECT: Review of Application - TX 5-21, Houston, Texas, in accordance with HUD Handbook 7417.1, Chapter 6-1, dated March 10, 1977

The PHA did not submit the Comparative Analysis of Utility Costs with their proposal as required by the Handbook. However, we see no need for this submittal providing the PHA agrees to use our standard utility arrangement as follows:

> Gas - space heating, cooking and water heating.
>
> Electricity - lights, refrigeration and small appliances - air conditioning is not provided.
>
> Both gas and electricity services are required to be tenant-supplied (individually metered) and water service to be project-supplied (master metered).

The preceding has been determined to be the most economical arrangement for our area.

We do not recommend Site Approval based on site conditions, as indicated in Handbook 4910.1, paragraph 203-1, Hazards, which states:

> The property shall be free of those hazards which may affect the health and safety of the occupants or the structural soundness of the improvements or which may impair the customary use and enjoyment of the property by occupants. These hazards can be subsidence, flood, erosion or others.

SEE JULY 19, MEMO

The presence of a detention pond in the project creates an extremely hazardous problem for children.

Attachments

PREVIOUS EDITION IS OBSOLETE

HUD-96 (7-79)

17 bids scraped to go with one

Li

TX-5-21

grading site 47 points

Housing authority staff urges Pasadena project

By LEIGH HERMANCE
Post Reporter

12-22-82

Houston Housing Authority commissioners received a staff recommendation Tuesday that HHA construct an 84-unit, $4.3 million subsidized family housing project in the 1500 block of Allen Genoa Road, near Pasadena.

HHA commissioners are expected to review the recommendation for 30 days before deciding next month whether to proceed with the project and schedule a public hearing.

A 1981 state law requires such hearings on proposed subsidized housing projects.

Harold A. Odom Jr., a local real estate developer and president of the Houston Area Urban League, and James M. Lemond, a past aide of former Mayor Jim McConn, have submitted the only project proposal being considered by HHA commissioners.

Lemond was a principal in The Ramirez Co. Inc., which previously proposed building subsidized housing projects in Spring Branch and the Westbury area. HHA commissioners canceled both of those projects after the company failed to produce financing.

Odom said financing will not be a problem with the project he has proposed. American National Bank of Stafford has given Odom's company a verbal commitment to provide financing if HHA signs the contracts necessary for development, he said.

HHA staff members recommended the project, but gave the proposal low marks. It received 47 of a possible 100

Please see Housing/page 25A

Housing authority staff urges Pasadena project

From page 1

points in an HHA ranking system.

"My personal opinion is that 47 points is not many points to show the validity of this project," said HHA Chairman H.J. Tollett Jr. "I want to make it perfectly clear that I am not excited about this at all."

HHA Commissioners Zinetta Burney and Char Rothrock declined comment on the proposal. They said they needed time to review the staff proposal and visit the site. Commissioners Luis Cano and John Zipprich were absent from the authority's monthly meeting.

Funds for the proposed Pasadena area project were allocated two years ago by the U.S. Department of Housing and Urban Development. It is to be developed under the turnkey method, under which HUD allocates units to an authority which then advertises for proposals.

The developer submitting the best proposal, after receiving necessary local and federal approvals, then acquires the approved site, builds the project, then sells it to the public housing authority.

HHA has advertised for proposals for the 84-unit allocation three times.

HHA first requested bids in May 1981.

Of the 17 proposals submitted, seven met the specifications. But the top-ranking proposal was outside the city limits. As a result of the defective specifications, HHA commissioners decided to scrap all proposals.

HHA again bid on the project during November 1981. Three developers submitted acceptable plans based on the 1970 census. But at about that time the 1980 census was released, reflecting demographic changes causing the proposals to conflict with HUD site location regulations.

HUD regulations require housing authorities to reject in almost all cases proposals to build projects in areas with a higher than 50 percent minority population or with a large number of low-income residents.

As a result, the former HHA board rejected those bids last January.

Harold Odom Interests Inc. submitted the only bid in response to HHA's latest advertisement. Odom's proposed project is located on a 6.5-acre site in a census tract with a population which is 73 percent white and 27 percent Spanish-speaking.

Now different!

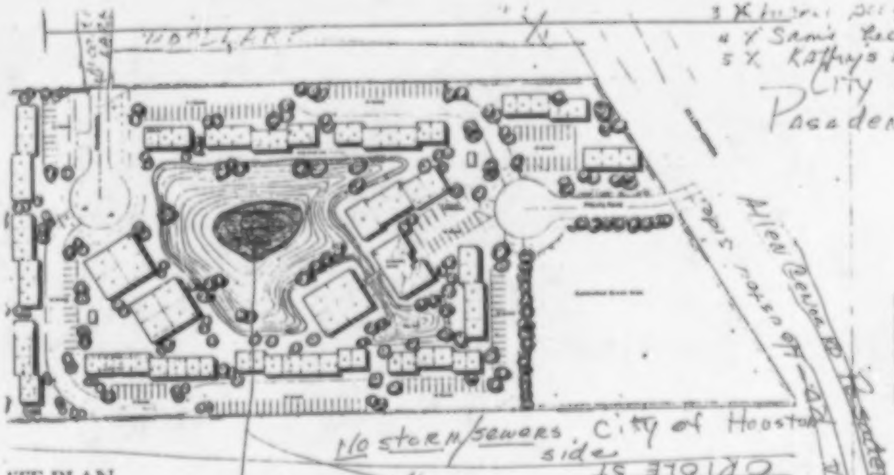
His proposal received average marks in categories that included design and construction quality, safety and security, unit plans and site layout. It got superior marks in structural components designed to promote efficient operation and durability.

The 47 points scored by Odom's plan were lower than either of the Ramirez Co. proposals for sites in Spring Branch and Westbury. The Spring Branch project got 76 points and the Westbury project received 53 points.

HHA commissioners will consider whether to schedule a public hearing on the Allen-Genoa proposal at its Jan. 20 meeting.

Texas law requires housing authorities to inform by mail those who live within a quarter-mile radius of plans to build a subsidized project. It also requires the authority to post a large sign with 8-inch letters on the proposed site to provide the public with details about the project and the hearing.

3 X [illegible]
4 X Sami's Race joint
5 X Kathy's Lounge - City of Pasadena


WALLERT
Allen Genoa Rd Pasadena side
Houston side
No storm/sewers City of Houston side
ORIOLE ST

ITE PLAN

7' deep 1 1/2 acre in size

Detention pond cross section
The center of the site has been carefully designed to provide recreation space and temporary retention of storm water

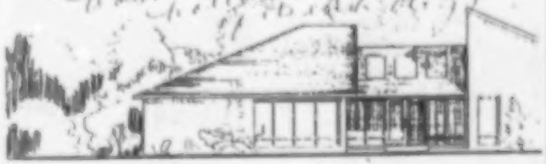
STURE BREKR ST

4 X
5 X

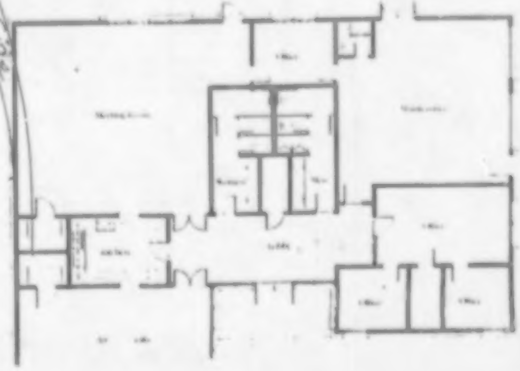
ALLEN GENOA

Pond -1X [illegible] major

1st plan [illegible]



COMMUNITY BUILDING



ldress
1500 Allen Genoa

te Size
10 Acres -6-

ommunity Access across [illegible] Allen Genoa
- Walk to the elementary school
- Walk to the bus Houston [illegible]

Development Amenities
- Wood Fence
- Attic Fans
- Security Lights
- Energy-efficient Appliances
- Community Center
- Playground — pond 7' deep

Construction

Operation at Least
- 86 families will live here and spend:

$135,880/yr. on food;
$ 45,150/yr. on trans.;
$ 34,830/yr. on clothing;
$ 67,570/yr. on personal & medical care;
26,660/yr. on other items

THE HOUSTON POST
'INAL EDITION ★★ THURSDAY May 31, 1984 25¢

DA: 'Some confusion'

Vera Jackson indicted

By MARY FLOOD
and JANET ELLIOTT
Post Reporters

Vera Jackson, director of the Community Development Division of the mayor's office, was indicted Wednesday on a charge she tampered with a government document to speed approval of payment for an audit.

The Harris County grand jury that indicted the 55-year-old Jackson also indicted two corporations for allegedly tampering with government documents by falsely reporting that they had satisfactorily completed rehabilitation work on homes.

Robert E. Nesmith, foreman of the grand jury and an unsuccessful 1969 Houston mayoral candidate, said the Harris County District Attorney's Office did not suggest the indictments and was not pleased with the charges.

Harris County District Attorney John Holmes said he hopes to sit down with his prosecutors and probably Nesmith to try to understand what is involved in these cases.

"There is some confusion by my office regarding whether the evidence supports the allegations," Holmes said.

The charges are third-degree felonies which carry a maximum penalty of 10 years in prison and a $5,000 fine. A corporation is only liable for

See Grand/page 3A

JACKSON: Accused

Grand jury indicts Vera Jackson

Continued from page 1A

ne fine.

Texas Construction Groups Inc., ho known as Matterhorn Corp., 'as indicted for allegedly falsifying aperwork on three Community Development home contracts of more than $5,700 each and W & M Service 'as indicted for paperwork on two ome contracts of more than $6,700 ach.

This same grand jury, appointed y state District Judge Bob Burette, indicted fired Community Development inspection supervisor Willie C. Strickland and a contractor with [illegible]-Square Builders in May for mis[illegible] federal home repair funds or the poor and elderly.

The grand jury asked to stay on another 30 days and Wednesday was he last day of its extended term. Nesmith said jurors asked on Wednesday to stay on longer but the request was denied.

Community Development is a $25.5 million federally funded program designed to improve low-income areas of the city. The home repair program, which provides grants and low-interest loans, is just one portion of the CD program.

Nesmith said the grand jury believes Jackson falsely stated in a June 11, 1982 letter to accountant Dwight Staes that there were no irregularities in the CD program to expedite payment of $17,000 for an audit he did.

Nesmith said the grand jury subpoenaed city comptroller Lance Lalor who had refused to pay on the audit contract because he felt the work was not completed.

"We don't think she did it for money. We think she did it to expedite things," Nesmith said. He said the grand jury feels Jackson is incompetent and not malicious.

T[illegible] audit in question, he said, was for [illegible] CD program in 1980 and 1981, before Jackson was director, and was not just about home rehabilitation.

"We think she should step down forever," Nesmith said of Jackson. "Vera Jackson is not qualified to be in charge of a construction program."

Jackson expressed surprise at the indictment, and said the grand jury did not question her about the contract with the Dwight Staes auditing firm. She said Staes' firm received a contract to audit the Community Development program under former Mayor Jim McConn's administration, and the contract was carried out after she took over the CD Division.

Jackson said the $17,000 would be the retainer fee which Staes received after completing the audit. She said the audit was "completely removed" from the housing scandal.

Jackson called the indictment against her "strange and ridiculous." She said she knew this was the grand jury's last day and stayed late in her office expecting more indictments against employees involved in the housing repair program.

"I was waiting for an indictment against one of the managing teams that was under investigation," Jackson said.

Jackson said the grand jurors seemed hostile when she appeared before them on March 16. Also testifying that day was Horace Allison, the head of the gra[illegible] and loan program to rehabilitate homes in low-income neighborhoods. Allison, who was credited with uncovering abuses in the program, has since resigned.

Staes, a certified public accountant, could not be reached for comment Wednesday. His firm, Dwight Staes & Co., has done accounting and auditing work for various government agencies, including the Houston Independent School District, Gulf Coast Community Services and Comprehensive Employment Training Act programs.

Nesmith said Staes is "just a CPA and is not involved."

Nesmith said his grand jury is very upset about the state of the CD program and received help from a volunteer investigator named Robert Brown. He said that Assistant District Attorney Judy Mingledorff, who handled the investigation for the district attorney's office, did not suggest Wednesday's indictments.

"In the final analysis they were not very cooperative," Nesmith said. "We indicted. The DA's office did not request it."

Mingledorff refused any comment on the indictments and would not even explain the legal terms used in the charges.

David Berg, attorney for Texas Construction Group, said he believes the only thing worse than a "rubber stamp" grand jury is a "runaway" grand jury like this one.

He said the indictment of his client is ludicrous. "There are statutes providing for the corporate liability. But I'll be damned if I can figure this one out," Berg said. "I think this indictment will not survive the first motion to quash."

Figures compiled by City Councilwoman Eleanor Tinsley show Texas Construction Group was being responsible for 12 homes that were inspected as completed but work was not done and she estimated that $67,508 must be spent to correct it. Tinsley's list cited W & M Service being responsible for eight homes needing rework that will cost the city $43,640.

Gulf Coast Legal Foundation has filed at least one lawsuit against Texas Construction Group on the behalf of a homeowner who said work was not completed at her house.

Harold Odom Jr. is president of Texas Construction Group, now known as Matterhorn Inc. Matterhorn is the proposed developer of a low-income project for the Houston Housing Authority to be built near Pasadena.

CD scam
~~[illegible]~~ [illegible]

Copy & Keep article please -

12A /The Houston Post/Thurs., Jan. 26, 1984

Repair project backfires

Woman better off before she got grant to fix home

By JANET ELLIOTT
Post Reporter

Ruth White was a proud homeowner — until she decided to seek a Community Development grant to fix up her house.

Now the 80-year-old White has stored her furniture and lives in a nearby rental house. Her home at 5114 Sunbeam stands vacant, the interior ruined by rain that poured in through a new roof.

A lawsuit filed by a legal aid attorney on behalf of White claims the roof was the defective work of Texas Construction Group. Harold A. Odom Jr., president of the firm, said Hurricane Alicia damaged the roof.

Odom is one of two developers who wanted to build a low-income federal housing project near Pasadena. He also is board chairman of the Houston Area Urban League.

Texas Construction Group now is known as Matterhorn Corp.

The lawsuit was filed in state district court Jan. 17 by Charles Johnson, an attorney for Gulf Coast Legal Foundation. Gulf Coast is under contract to provide free legal aid to homeowners with complaints about their Community Development home rehabilitation grants.

Johnson has filed nine other lawsuits against four other contractors. The City Council, city legal department and district attorney's office also are investigating allegations of fraud and abuse in the federally funded program.

The lawsuit alleges that Texas Construction Group used misleading and deceptive trade practices to defraud White out of agreed-upon work. The lawsuit claims the firm's failure to properly complete work resulted in $8,300 in damages to White's home.

Ceiling collapsed

The city's Community Development Division decided to relocate White last September after the rain-soaked ceiling collapsed in several rooms of her house.

"Boy, boy, boy, they ruined my home," White said as she walked through her empty house Wednesday. "I was so proud of this place."

Odom said Hurricane Alicia blew the shingles from White's roof. He said there was no negligence on the part of his firm.

"He lied," White said when told of Odom's comments. "That roof blew off before there ever was an Alicia."

According to White, there was not a leak in the roof of her 31-year-old house before Odom's firm began work. She said she sought the grant for other repairs to her home but was told her roof needed to be replaced to bring the home up to building code standards.

But White said the workers did not replace the rotting wood deck of the roof, as called for in the contract, but merely nailed new shingles over the old wood.

Shingles still were scattered on her front lawn. Inside the house is damp and mildewing, and pieces of the ceiling litter the floor.

"It fell in one room, then I would move my furniture to another. Finally, after the ceiling fell in the bedroom, they told me I would have to get out of here or get killed," White said.

Post photo by Craig Hartley

Ruth White

Council heard complaints

White said she has complained about the repairs at three City Council meetings, the first time being before the hurricane struck. She said she applied for the $15,000 home rehabilitation grant in 1974, but work did not begin until late 1982.

Working days as a maid and nights as a seamstress, White said she bought her house for $4,700 some 23 years ago. Now she lives on $334 a month in Social Security.

"I don't have no children, nobody but myself," White said tearfully. "It was a good house. Everybody around here will tell you that."

Odom said White's home was one of 30 or 40 Community Development rehabilitation jobs done by his firm. He said overall his firm lost money on the jobs because the houses often needed extensive work.

"Many of these homes were totally rundown, and we spent excessive sums to correct the problems," Odom said. "One of the few rewards was seeing how happy these people were to have their homes completed."

Odom characterized the home repair program as poorly administered. He said Community Development officials would shut down the entire program for months at a time.

Community Development Director Vera Jackson has said that $7.5 million was spent to administer the program and only $2.5 million on actual repairs during a period from August 1980 to June 1982.

Odom and James M. Lemond had planned to construct an 96-unit, $4.3 million public housing project for low-income families near Pasadena. The Houston Housing Authority had approved the plans, but the project has been stymied by opposition from nearby residents and the city of Pasadena.

Other lawsuits filed this month by Gulf Coast attorneys name Alja Contractors for $5,300 in damages to the home of Lottie V. Murray at 4025 Klassen, and Lewis Parker Jr. for $9,500 in damages to the home of Ethel Thomas at 2514 Nathaniel.

Tri-Square Builders has been named in seven lawsuits, six filed last Friday and one Wednesday. The latest suit claims $14,281 in damages to the home of Anna Dora Hawthorne, 2719 Dennis.

Friday, February 17, 1984 · Houston Chronicle ★ Page 22, Section 1

Metropolitan

Copy + Keep article Please

Housing chief is channeling travel business to wife's firm

[illegible]

[illegible]

Discrimination suit filed against HHA

Lawyer: Officials tried to stifle opposition to project's demolition

By MARK OBBIE
Post Reporter

Houston public housing officials have engineered a "radical shift" in the racial makeup of the residents at Allen Parkway Village in an illegal attempt to muzzle opposition to the project's demolition, a federal race discrimination lawsuit charged Monday.

The class-action lawsuit, filed by lawyers from the American Civil Liberties Union and Gulf Coast Legal Services, charged the Houston Housing Authority has illegally replaced low-income blacks with Indochinese residents over the past eight years.

Aimed at black community?

That population shift, according to ACLU attorney Stefan Presser, was designed to lull the black community into accepting the proposed demolition of the 1,000-unit project because Fourth Ward black activists presumably wouldn't complain as much if the group being displaced were predominantly Vietnamese instead of black.

Since 1976, the percentage of blacks at the housing project has dropped from 68 percent to 33 percent while Indochinese residents have risen from 3 percent to 58 percent, according to the lawsuit. The change was accomplished in part because many eligible blacks either were placed on a waiting list but never were given an apartment, or they applied but never even made it to the waiting list, the lawsuit charged.

Housing authority officials refused to comment Monday, saying they had not seen the lawsuit. But spokeswoman Esther de Ipolyi said at least one of the lawsuit's key allegations is wrong — that the hundreds of vacant apartments at Allen Parkway are fit for habitation.

The Houston City Council earlier this month approved the housing authority's plans to demolish the project, as long as elderly residents are relocated in the Fourth Ward and other residents are moved to other public housing. The demolition still must be approved by the U.S. Department of Housing and Urban Development.

Monday's lawsuit seeks to fill 300 vacant apartments with blacks who it claims were discriminated against. It was filed on behalf of two Fourth Ward black women — Loretta Johnson, who claims she made Allen Parkway Village's waiting list but has been put off for four years, and Glenda Pourtre, who applied a year ago but never was placed on a waiting list.

The alleged illegalities may have denied public housing to "hundreds, maybe thousands" of low-income blacks over the past eight years, Presser said.

Blacks who are denied the right to live at Allen Parkway Village — like the two women named as plaintiffs in the lawsuit — are forced to live in even worse conditions without adequate public assistance, Presser said. The project is attractive to many low-income people because it is so close to downtown Houston, he said.

Presser said the object of the lawsuit is to end discrimination, but he admitted another result could be that officials will have a harder time demolishing Allen Parkway Village and relocating its residents.

Demolition opponent

Lenwood Johnson, president of the residents' council and a leading opponent to demolition, agreed that efforts to exclude blacks and to keep apartments vacant had aided the housing authority's demolition plans.

"If there was no one living here to relocate, it would be very nice for them," Johnson said. "They say nobody wants to live at Allen Parkway, but I know there are a lot of people on the waiting lists."

Johnson said the black community is more apt to take up the anti-demolition cause if more blacks are affected, but he said Allen Parkway Village's residents are not split along racial lines on that question.

"Not all the (Vietnamese) refugees are for demolition," he said. "There is a division in the residents, but it's just pro- or anti- (demolition), not a racial division."

Post photo by [illegible]

STEFAN PRESSER:
Lawyer for American Civil Liberties Union

Chairman **Gonzalez**. Mrs. Pack.

STATEMENT OF MARY PACK, ALLEN GENOA PROJECT

Mrs. **Pack**. In the past, I have been a volunteer driver for people who needed to be brought into the inner city and to public hospital. I realize from the area—I live in the same area that the project is proposed—that is at least a day's work. I have sat there sometimes until 6 p.m., after having gone early in the morning, and the patients that I have taken were still waiting. So I realize that if one depended on public transportation, it would be an even longer wait. My only thought is that if we are going to build new public housing rather than using the empty units which there are, I do hope that safe and convenient sites are chosen. And this detention or retention pond frightens me. I have been a substitute teacher for a long number of years, and I am concerned that the children who would live around an unfenced—what would amount to an unfenced 7-foot pond.

Thank you.

Chairman **Gonzalez**. I still don't understand, though, at that cost and the number of units, it would be exceeding what they said was a prohibitive cost for rehabilitating the Allen Parkway Village. I don't understand.

Mrs. **Pack**. I think there are a lot of things that a lot of people do not understand. Like I say, I am not an expert and I am not really that good with figures, but it seems like they could spend their money in a better way. There is certainly a need for housing. I am not saying they don't need more housing, but the location, the transportation, and that sort of thing, it seems like a poor location.

Chairman **Gonzalez**. Well, it seems to be so conflicting with what the housing officials have put out and with what I have seen in the HUD application.

I deeply appreciate you both taking time and making the effort to be with us. And I appreciate your correspondence.

Mrs. **Pack**. I appreciate so much your responding to it because I have been writing for 3 years, and no one else has. So thank you.

Chairman **Gonzalez**. As you know, I still have to give you a formal written reply, which you will get. You have gotten a telephone call.

Mrs. **Pack**. Yes, sir. Thank you.

Chairman **Gonzalez**. The reason was due to a time factor.

Mrs. **Pack**. Thank you very much.

Chairman **Gonzalez**. Thank you.

We wish to say at this time that we have some time to hear from the general public who have attended these hearings. We have a list here of the persons who have signed up to be heard. I show about 11 persons listed.

It is about 3:30, so we ought to have time to give you a forum here.

The first person listed here is Mr. Martin Baer. You may come to the table and use that mike there in the center, Mr. Baer.

Also, for the reporter's sake, while she changes the tape.

Mr. Baer, identify yourself, spell out your name for the reporter, and, if possible, your address here in Houston so we will have it for the record.

Mr. **Baer**. I have two copies of——

Chairman **Gonzalez**. Of testimony?

Mr. **Baer**. Of remarks.

Chairman **Gonzalez**. Fine. And, of course, this testimony will be entered into the record as you prepared it, in writing. And you can proceed to summarize it or any other way that you feel proper.

STATEMENT OF MARTIN BAER, RESIDENT OF HOUSTON, TX

Mr. **Baer**. My name is Martin Baer. My name and address is given on the third page of my remarks.

I became interested in Allen Parkway Village because two ladies who had been active in the community for a long time asked me to join them in reviewing the situation at Allen Parkway Village.

My remarks here are going to be apart from the written remarks because they are going to reinforce what you have heard already today and what you already know.

We started reviewing this by looking at a collection of newspaper articles and other material, and I am including attached to my remarks a list of newspaper articles and similar material from 1981 through to date. And anything that is not in your committee's records already, we would be glad to provide to your committee.

If you want to get a history of the politics and the gossip and, also, in some instances, a good history of Allen Parkway Village, you can find it by collecting this material. It may take a couple of hours of reading, but you could get some insights that you may not get from formally submitted testimony.

Chairman **Gonzalez**. I want to thank you for summarizing and listing in chronological order, because it does show a very, very good picture of the course of events as they affected the decisions that took place.

Mr. **Baer**. Of course, it only starts in 1981.

Chairman **Gonzalez**. And this is really very valuable to us. Thank you very much.

Mr. **Baer**. I have also excerpted a few items out of some of these references and attached to the list of references the item number that goes back to the bibliography. I have also attached one editorial and an item that came out of the Citizens Conference of the U.S. Catholic—on the U.S. Catholic Bishops' Pastoral Letter on the U.S. economy, which talks about an item that is not generally talked about; the sewer connection rights to Allen Parkway Village. It has a thousand sewer connection rights in Houston; there was a restriction on development because you could not get sewer connection rights. So one of the location goodies in Allen Parkway Village is the sewer connection rights.

My concerns are stated in my written remarks; I do not have to repeat them. We are concerned about the same things you have been hearing about today.

I have a couple of detailed things that were not mentioned today that might be worth mentioning. One is that Jefferson Davis Hospital is also to be razed and part of this property that is to be sold. It is next to Allen Parkway Village.

Chairman GONZALEZ. Oh, it is adjacent to it?

Mr. BAER. Right. And there is now a controversy on whether or not Jefferson Davis and Ben Taub ought to be razed or—Jeff Davis, I think, would be razed and Ben Taub would be maintained in some other form, and two new hospitals built. Some of these newspaper articles, a couple of them refer to that. There is additional material. Of course, that could be made available.

There is one other item of which I did not have a copy, but perhaps you can have a copy made. It is with reference to Section 8. And that was the letter in the New York Times on August 28, 1985, which indicated a kind of a back-door way of trying to discourage Section 8 in New York. This is written by an attorney who was a representative of landlords. And he says that a recent change in the form of—form that a landlord must sign before a tenant can obtain such assistance is a burden to the landlords and discourages them from providing such leases because leases no longer have expiration dates, binding owners and future owners, it seems, forever. So landlords are refusing to sign the Section 8 form and will not take such tenants in the future.

That is another one of the back-handed ways of getting out of some of these programs. I do not know whether you are aware of that and I wanted to mention it.

In my remarks at the end, I have made some recommendations, I guess strictly my own personal views. We suggest that, as a minimum, Allen Parkway Village should be maintained as livable housing, at least until the final decision is reached and fully approved by all concerned functions; realizing that possible litigation may extend this for a number of years.

Meanwhile, an unbiased analysis should be made of the cost of fully rehabilitating Allen Parkway Village, and I said there, including the possibility of converting it to cooperative housing. Based on what I have heard today, I think I would withdraw that suggestion because it appears that cooperative housing might really not be a way of maintaining housing for those people who most need it.

Thank you for permission to speak today.

[The prepared statement of Mr. Baer and the following miscellaneous materials were submitted for inclusion in the record:]

Houston, Texas
Remarks addressed to the Sub-committee on Housing of the House of Representatives on October 14, 1985.

Mr.Chairman and Members of the Committee
My name is Martin Baer. I am a member of a study group of citizens concerned about Allen Parkway Village. I would like to emphasize that we have absolutely no axes to grind -- no political or financial interests of our own.

I regret that we were not in time to be placed on the list of witnesses and I respectfully request permission to submit written material to be added to the hearing record.

Much revealing material has been written by The Houston Post, The Houston Chronicle, The Dallas Morning News, the Rice Design Center and others. We would like to give you a list of these publications and some pertinent excerpts. We would be pleased to submit copies of the articles if they are not in your files.

While we appreciate what the Housing Authority of the City of Houston has done for housing the needy on the East side of the city in building Kennedy Place and improving existing projects, when it comes to Allen Parkway Village they seem to be more concerned with making money and assisting a huge Fourth Ward real estate deal than with maintaining the housing that [illegible] the housing that Allen Parkway Village could provide if prudently rehabilitated. We are concerned about the apparently deliberate effort to reduce the population of Allen Parkway Village, pending a final decision on its fate. Units are boarded up as people move out, thus leaving fewer people to be relocated if the development is to be razed, in spite of the list of thousands who are eligible for public housing and the fact that money has been available to maintain the units.

We are concerned about the secrecy of the Housing Authority and its refusal to be accountable, as set out in a Houston Chronicle editorial of March 21, 1985.

We are concerned that what is basically a well built and structurally sound complex in need of repair, which could provide shelter in close to 1000 units, is permitted to deteriorate and is to be sold at what may amount to a fire sale which would probably bring in much less than could be obtained by maintaining the project for at least another ten years.

We suggest that, as a minimum, Allen Parkway Village should be maintained as livable housing at least until a final decision is reached and fully approved by all concerned functions -- realizing that possible litigation may extend this for a number of years.

Meanwhile, an unbiased analysis should be made of the cost of fully rehabilitating Allen Parkway Village, including the possibility of converting it to cooperative housing, versus the cost of building or providing the same number of units elsewhere in a location close to where the jobs are. A public hearing by the U.S. department of Housing and Urban Development should be part of this process.

We believe it is possible for people to live with dignity in a rehabilitated Allen Parkway Village.

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Citizens' Conference on The U. S. Catholic Bishops' Pastoral Letter on the U. S. Economy. Feb. 9, 1985

THE TOILET RIGHTS OF ALLEN PARKWAY VILLAGERS

Nearly 50 years ago, the American People (through the national government) made a contract with Houston's Poor to provide low rent housing in several locations. National taxpayers furnished the money to build 1,000 apartment units on a tract of land on Buffalo Drive, now known as Allen Parkway.

In 1985, an Armchair Lawyer, citing the Dartmouth College Case (1819) might argue that the nation's contract with Houston's Poor for housing at the Allen Parkway location cannot be terminated by the Houston Housing Authority or the City of Houston or the State of Texas. Ask a lawyer.

People who live in a Village apartment have a kitchen and a bathroom. The plumbing is tied into the City's INFRASTRUCTURE, the sewer system. The City's SUPERSTRUCTURE has a law requiring that a building used for human habitation - an office or an apartment - must have inside plumbing tied into the city's sewer system.

Thus this Village, located on a few acres of land on Allen Parkway, has 1000 sewer connections, called TOILET RIGHTS. Each Toilet Right is a piece of private property, created by the Superstructure and the Infrastructure some 50 years ago, for the benefit of a low income household.

In the past 20 years, Toilet Rights have become very valuable pieces of private property, in Houston. The City's Master Sewer System is operating at capacity, and no effective, sustained effort to increase its capacity has been made. The City Building Permit Office is not empowered to issue a permit to construct new housing, unless the land owner has a Toilet Right for each new unit. To get a permit, the landowner must show that he has enough Toilet Rights to serve the new structure with bathrooms. Allen Parkway Village is a very valuable piece of real estate because it has 1,000 Toilet Rights. Without Toilet Rights, the land is practically valueless, like all the other vacant land used for parking lots in downtown Houston, and along Main, Fannin, Travis, Milam, San Jacinto, etc, from downtown out to Hermann Park and the Medical Center.

Who owns the snow in the mountains? Who owns the Toilet Rights in the Village? Friends of the Villagers should argue in the Courts that the Toilet Rights belong to the Poor, by contract made a half century ago. If they win, then Land Speculators will lose interest in destroying Allen Parkway Village. Without Toilet Rights, the highest and best use of that land is to modernize and properly manage the 1,000 housing units for low income households, occupied by Houston Citizens (or nearly so).

The Superstructure creates property rights by statutes, ordinances, etc. In this case, the property rights involve the use of the city's infrastructure by poor people. The Market Economy functions in between the two structures, and cannot function without them.

Houston badly needs a much enlarged sewer system to serve the 100 square miles within the 610 Loop. No such improvement is considered, or planned, or financed at this time.

If the Villagers are moved out, where will they find a TOILET? Must the Poor, already underendowed, be deprived of their property rights in toilets?

Page 26, Section 1 Houston Chronicle Thursday, March 21, 1985

EDITORIALS

Why is housing authority operating this way?

The Houston Housing Authority has for some time shown a disturbing tendency to conduct its affairs in secret.

In the latest such instance, the housing authority refuses to make public its operating budget for this year. The authority's board approved the budget in an open, public meeting but would not reveal what it contained.

Earl Phillips, the housing authority's director, said officials of the federal Department of Housing and Urban Development had asked that the budget not be revealed until it was approved by them. But HUD officials say they know of no such federal rule and that releasing budget information is up to the local housing authority.

The housing authority is a public agency, spending taxpayer money on public business. Its budget is obviously public business and the authority should not be concealing it.

This secrecy and refusal to be accountable to the public seems to be part of a pattern, or mind-set, at the authority. It has, for example, consistently refused to answer serious questions raised about the figures it has used to justify demolition of Allen Parkway Village.

The HHA estimates that the cost of rehabilitating Allen Parkway Village would be $36,000 per unit. Yet it requested and received federal funds to rehabilitate two similar housing projects here at a cost of about $14,000 per unit. Why the difference? The housing authority refuses to even discuss the matter.

We do not know why the housing authority is being operated this way, with a lack of elementary public accountability. But it seems time for someone to find out.

New York Times--8/28/85

A Blow to Poor Tenants

To the Editor:

I am a lawyer representing many landlords in Westchester County. In my area, small buildings are not subject to rent control. Therefore, just as tenants are free to move, landlords are free to ask them to move.

However, there is a Federal program of "Section 8" housing assistance to the poor, and there is a form the landlord must sign before a tenant can obtain such assistance.

A recent change in that form greatly adds to the program's burden on landlords. For example, leases no longer have expiration dates, binding owners and future owners, it seems, forever. So landlords are refusing to sign the "Section 8" form and will not take such tenants in the future.

While I don't know why the form has been changed, I suspect that the reason is the Administration's wish to end this type of assistance. I have no quarrel with that, but I do object to the unannounced, devious method in which the rules have been altered to make the program unworkable.

MAURICE G. HENRY JR.

Mount Kisco, N.Y., July 30, 1985

Re: Allen Parkway Village and Fourth Ward, Houston, Texas.
List of Publications -- Newspaper Articles and Editorials etc.

Item No.	Date	Source	Author	Title
1	1981 3/21	Forw.Times	Ed Wendt	Becnel Called "Liar" Over 4th Ward Problems
2	1982 7/22	Post	L.Hermance	Housing authority applies for grant; HUD says federal funds insufficient
3	8/08	Chron.	T.Freemantle	Public housing in Houston
4	1983 1/29	Chron.	R.Reyes	Housing authority soon to decide fate of Allen Parkway project
5	3/23	Chron.		HUD rescinds memo blocking work on public housing
6	3/27	Chron.	R.Reyes	Tale of a sale gone sour
7	5/15	Post	L.Hermance	HHA mulls ramshackle units' fate
8	5/15	Post	L.Hermance	Director finds himself on 'establishment's side'
9	5/18	Post	L.Hermance	Allen Parkway Village Newly formed panels to study sale of public housing project
10	7/17	Post	L.Hermance	HHA officials defend ambitious plans for redevelopment of 4th Ward areas
11	11/14	Post	J.Elliott	Dallas officials see trouble in sale of Allen Parkway Village
12	11/14	Post	J.Elliott	S.A. chooses facelifts for housing projects
13	11/16	Chron.	J.Dahl	Housing Authority votes to demolish deteriorating Allen Parkway Village
14	11/16	Post	J.Elliott	Allen Parkway Village demolition plan OK'd
15	1984 4/23	Hou.Digest		Cheaper to keep her, Allen Parkway Village cheaper to rehabilitate than destroy, say architects
16	May	Hou.City	L.Hermance	Fourth Ward/ A $100 Million Ghetto

Item No.	Date	Source	Author	Title
17	5/27	Dall.T.H.	T.Curtis	Powerful vs. powerless Project may uproot Houston residents
18	6/02	Post	Editorial	A question of timing
19	6/05	Chron.	Editorial	Need some clear answers on Allen Parkway plan
20	6/09) 6/10)	Dall.M.N.	C.Flournoy	THE HOUSTON PROJECT (a series of articles)
21	6/29	Chron.	B.Sablatura	Allen Parkway Village should be renovated
22	10/06	Chron.	M.Carreau	Housing Authority's reaction is silence
23	Winter	Cite	P.Lopate	A Fourth Ward Overview
			D.Ghirardo	Wielding the HACHet at Allen Parkway Village
			D.Cuff	An Update From Freedman's Town
	1985			
24	1/24	Chron.	L.Rodriguez	Unified development of Fourth Ward by one developer highly unlikely, builders say
25	1/24	Post	J.Elliott	Sale of housing project called ill-advised
26	2/23	Dall.M.N.	C.Flournoy	Lawmakers seek probe of subsidized housing
27	2/28	Dall.M.N.	C.Flournoy	House panel to probe subsidized housing
28	3/21	Chron.	Editorial	Why is housing authority operating this way?
29	5/28	Post	C.Hooper	This house market still moving
30	8/01	Post	E.Grotta	Council urged to cancel plan to raze historic Fourth Ward
31	8/22	Post	E.Grotta	Housing study approved
32	8/21	Chron.	L.Rodriguez	Budget approval from HUD sought for housing project
33	8/28	N.Y.T.	M.G.Henry,Jr	A Blow to Poor Tenants (a letter to the editor of the N.Y.Times)
34	9/27	Post	J.L.Zipprich	Public housing: wrong way and right
35	10/13	Chron	L.Rodriguez	Housing agency chief says federal committee seeks to cause trouble
36	5/01	Chron	B.Mintz	Fourth Ward's utility financing is outlined

Re: Allen Parkway Village and Fourth Ward, Houston, Texas.

Excerpts from publications.

Source
Item #

3 Also anticipating cutbacks in federal funding, Mayor Whitmire says she intends to approach the city's private business sector for assistance in establishing a long-range public housing program for the city. ...
There is no doubt, say both the HUD officials and Mayor Whitmire, that existing public housing facilities are not adequate to meet the needs of the city. Repairing and renovating existing units will alleviate the problem somewhat, but it will not solve it. (8/8/82)

4 Last September, public housing officials asked permission to use $5.6 million for emergency repairs (to APV)...
HUD has not officially responded to the request ...
Some local officials say that the lack of a written response is HUD's way of putting pressure on the housing authority to make a decision on the future of Allen Parkway.
About 920 of the project's 1000 units are available to be rented by tenants. The rest are not inhabitable...
John Zipprich... said that the scenario he envisions would allow a portion of the Allen Parkway site to be developed by private interests without displacing residents of the project from the neighborhood....
Zipprich said he would favor selling or leasing Allen Parkway acreage nearest downtown with the stipulation that housing for low and middle-income people would be built on remaining housing authority property or somewhere near the existing public housing project. (1/29/83)

7 Last year, HHA officials requested $5.7 million in federal funds for emergency repairs... HHA had requested the emergency grant be drawn from a $10 million renovation grant..awarded in 1979. ... That grant was awarded with the stipulation that it could not be spent if the complex was to be sold....
Phillips said the HUD position is unrealistic."Even if a final determination were made today to sell, it still would take two years for the necessary process to take place."

According to the Housing and Community Development Amendments of 1979 "demolition or disposition shall be used only as a last resort, in those special situations where it can be convincingly demonstrated that continued operation as low-income public housing cannot be justified." (5/15/83)

Source
Item #

9 "The situation in Houston appears to be ripe for a legal challenge,"said James R. Grow, a lawyer for the National Housing Law Project, which is monitoring legal challenges arising from attempts to sell public housing projects.

Attempts in several other cities to sell public housing projects situated on valuable land in minority communities have been met with legal challenges, Grow said.

In 1979, it was estimated it would cost about $10 million to renovate the village and $50 million to build replacement housing for its tenants. (5/18/83)

10 Last year a "reinvestment zone" was created to encompass the area included in the proposed bayou renovation project.

...Basically tax increment financing allows the use of future property tax revenues from land within the zone to pay off special bonds ... to finance improvements... the notes may be issued without the permission of voters. (7/17/83)

11 Dallas housing officials have a message for their counterparts in Houston: Expect problems if you try to sell Allen Parkway Village.

... Officials there recently gave up after three years of trying to get federal Housing and Urban Development officials to approve selling the Washington Place project... (11/14/83)

13 The Housing Authority of the city of Houston has voted to demolish Allen Parkway Village and make the ...property available for development.

The board's decision was based on the recommendation of a research panel...Last September, the panel said the housing authority could rehabilitate the project at a cost of $36 million, partially rehabiltate it at a cost of $25 million, or demolish it.

The panel recommended tearing down the project and then leasing, rather than selling, the land to maintain "leverage".. No mention was made in the meeting of how the Housing Authority would relocate the housing project's residents -- a critical problem in the light of the authority's current public housing waiting list of 3,000.

14 The proposal approved by the board calls for formation of a public-private joint venture corporation to oversee the development of the Allen Parkway Village site and the adjacent Fourth Ward...

Lenwood Johnson...said he believes the renovation figure is inflated since comparable housing authority projects are being modernised for $14,500 per unit instead of the $36,000 per unit estimated for Allen Parkway village. .. renovation would still be cheaper than the $50,000 it takes to construct a new unit.

Source
Item #

14 cont'd Another important recommendation of the study team is that the 37-acre Allen Parkway Village property be combined with the nearby 13-acre Jefferson Davis Hospital site... to provide a large 68-acre parcel for lease or sale.
The study states the need for additional housing for low- and moderate-income families has grown by more than 200 percent in the past five years. The housing authority has a list of more than 5,000 families who are eligible for public housing and other subsidy programs. (11/16/83)

15 Cuff (Dana Cuff, a professor at Rice) and other architects, including internationally-known Aldo Rossi, toured Allen Parkway Village in March... In their report of the visit, they said that the buildings were structurally sound and would require less maintenance and utility charges to residents than new-constructed housing...
She said the students and professors who visited Allen Parkway found not only structural soundness, but "elegant simplicity, a wealth of open space, apartments ventilated naturally on two sides, pedestrians separated from vehicle traffic -- all the things that probably a new development would decide was too expensive to include.
In a community meeting held by the League of Women Voters, Garcia (director of City Planning Department) said that residents of APV would only temporarily be removed from their present housing and then be allowed to return. However, he admitted, the process could take up to a few years to complet (4/23/84)

18 Earl Phillips, executive director of the Houston Housing Authority, says the agency isnot playing into the hands of developers by moving to demolish Allen Parkway Village... Phillips and the rest of the authority's board seem well-intentioned and sincere, and his comment is probably correct in the sense that they believe in what they are doing.
This does not address the troubling question, however, of why there is such a sense of urgency to demolish the project and sell the land smack in the middle of one of the worst real estate slumps .. (6/2/84)

19 There are a great many generalities about this plan, but few specifics. That is not sufficient. The fix the city finds itself in over the proposed new convention center illustrates the danger of taking off on uncharted courses...

Source
Item #

20 In 1977, Allen Parkway Village was the cornerstone of public housing in Houston. About 95 percent of its apartments were occupied while thousands of applicants waited for an opening.

But in the last several years, according to former HUD and Houston housing officials, tenants, architects and a housing consultant, the housing authority has strengthened its arguments to demolish Allen Parkway Village by:

.Illegaly skipping over black applicants to fill the ... complex with Vietnamese and Cambodian refugees...

.Boarding up apartments that could have been rented as part of what one former housing authority official said was "an overall scheme of depleting occupancy..."....

.Neglecting routine maintenance...despite repeated warnings from HUD that the project was falling into disrepair. ...

.Failing to spend millions of dollars in renovation funds while providing many top housing officials with large salary increases and lavish travel budgets....

.Declaring the project physically "obsolete" in its most recent demolition proposal, although several noted architects and former housing authority officials said the project is structurally sound. ...

.Inflating renovation estimates. ...

In a 1984 sworn affidavit ... Thomas McKittrick, then president of the Texas Society of Architects, said:"I do not believe it is accurate to say that Allen Parkway Village is an obsolete development. Rather I would say that this well-built and structurally sound complex is in need of some repair."

"Only a fool would try to sell that thing now unless they already have somebody committed to buying it,"said Joe Zepeda, a former staff member of the housing authority ... "What they ought to do is sit down and revamp that place and keep it going another 10 years until another opportunity comes up."

Fred Risk, housing board chairman in the late 1960s and a longtime proponent of demolishing the project, said"the timing is wrong today to try to sell that kind of acreage or to sell it in bulk."

Winn, a former HUD official, criticized the proposed sale price as a "giveaway" and said leasing the property will make it even more difficult for the housing authority to provide replacement housing because it would not receive a lump-sum payment. (6/9/85)

HENRY B. GONZALEZ, TEXAS,
CHAIRMAN

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December 20, 1985

B4b:lgi

Mr. Martin S. Baer
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Houston, Texas 77096

Dear Mr. Baer:

I received your letter and want to thank you both for your kind comment and the additional information that you provided.

My present intention is to conduct a follow-up hearing in Houston, in February or March, depending on the legislative calendar.

It will be some time before I am certain of a feasible date to carry out the follow-up session, but I will be in touch with you when I am able to make a determination. Meanwhile, I thank you again for your interest and especially your assistance.

With best wishes.

Sincerely yours,

Henry B. Gonzalez
Member of Congress
Chairman

bcc: Larry

Martin S. Baer
5746 Valkeith Drive
Houston, Texas 77096

December 13, 1985

Hon. Henry B. Gonzales
United States House of Representatives
Washington, D.C. 20515

Dear Congressman Gonzales:

I thank you for your letter of October 21. I am pleased to know that my testimony was of help to the Committee.

Am I correct in my understanding that there will be a follow-up field hearing of the Housing Subcommittee in Houston? If you intend to return to Houston in connection with housing matters, could you inform me of the time table and plans?

I can speak for a group of interested persons, including some who have been active in Houston commmunity affairs for many years. We are interested in preserving Allen Parkway Village, or at least in having it maintained as a livable project until there is a final decision, which is likely to be years in the future.

If you are indeed planning to return to Houston, is there anything that we could do which would be of value in connection with the visit. For example, we might undertake a public relations campaign in the local media, timed to lead up to the visit.

Since the time when I testified at the hearing on October 14, I have substantially expanded the list of references relevant to Allen Parkway Village and the Fourth Ward. I am enclosing the list and will shortly forward most of the listed references.

Very truly yours,

Martin S. Baer

Re: Allen Parkway Village and Fourth Ward, Houston, Texas
(Revised and enlarged list of publications)

Item No.					
New	Old	Date	Source		Title
1980					
1		04/01	Post		City weighing options for improving 4th Ward
2		04/09	Post	Editorial	Move Slowly
3		07/25	Post	M.Carreau	Study suggests high-rises to replace 4th Ward homes
1981					
4	1	03/21	Forward Times	Ed Wendt	Becnel called "Liar" over 4th Ward problems
1982					
5	2	07/22	Post	L.Hermance	Housing authority applies for grant; HUD says federal funds insufficient
6	3	08/08	Chron.	T.Freemantle	Public housing in Houston
× 7=21		11/14	Post	J.Elliott	S.A. chooses facelift for housing projects
1983					
8	4	01/29	Chron.	R.Reyes	Housing authority soon to decide fate of Allen Parkway project
9	5	03/23	Chron.		HUD rescinds memo blocking work on public housing
10	6	03/27	Chron.	R.Reyes	Tale of a sale gone sour
11	7	05/15	Post	L.Hermance	HHA mulls ramshackle unit's fate
12	8	05/15	Post	L.Hermance	Director finds himself on 'establishment's side'
13	9	05/18	Post	L.Hermance	Allen Parkway Village Newly formed panels to study sale of public housing project
14	10	07/17	Post	L.Hermance	HHA officials defend ambitious plans for redevelopment of 4th Ward
15		07/13	Chron.	S.A.Smith	Allen Parkway Village sale discussed at closed session

Item No.					
New	Old	Date	Source	Author	Title
1984					
31		01/01	Post	J.Elliott	Cries of Allen Parkway Residents plead for their homes to be saved
32		01/01	Post	I.Perry	Village residents staying Eviction order quietly defied
33		01/04	Chron.	J.Verboon	24 families are facing eviction
34		01/10	Post	J.Elliott	Fourth Ward plan nipped Housing authority's control limited to Allen Parkway Village
35		01/20	Post	J.Elliott	Big-city public housing chiefs gather here
36		Feb.		(Sen.Craig Washington)	Freedman's Town
37		03/15	Chron.		Housing authority decides on across-the-board pay hike
38		03/28	Chron.	J.Carlton	Housing staff told to seek demolition OK
39		03/28	Post	J.Elliott	HHA board to seek federal OK to get rid of housing project
40	15	04/23	Houston Digest		Cheaper to keep her. Allen Parkway Village cheaper to rehabilitate than destroy, say architects
41	16	May	Houston City	L.Hermance	Fourth Ward -- A $100 Million Ghetto
42		05/17	Chron.	L.Johnson	In "Viewpoints": Many people oppose demolition of project
43	17	05/27	Dallas Times Herald	T.Curtis	Powerful vs. powerless Project may uproot Houston residents
44	18	06/02	Post	Editorial	A question of timing
45	19	06/05	Chron.	Editorial	Need some clear answers on Allen Parkway plan

Item No.					
New	Old	Date	Source	Author	Title
64		07/29	Post	J.Elliott	4th Ward area closer to historical designation
65			Post	E.Grotta	Youths bring case to Council Argue for retention of Allen Parkway
66		08/02	Post	J.Elliott	Razing of housing project OK'd
67		08/14	Chron.	N.Stancill	Suit says housing authority steered blacks from Allen Parkway Village
68		10/04	Post	J.Elliott	ACLU fights demolition of Allen Parkway units
69		10/04	Chron.	M.Carreau	ACLU brief challenges assessment of Allen Parkway
70	22	10/06	Chron.		Housing Authority's reaction is silence
71		11/02	Post		Director outlines neighborhood planning proposal
72		11/05	Houston Downt'n	C.Keltner	Economics and historic roots on collision course in Fourth Ward
73		11/20	Post	J.Elliott	85% of 4th Ward landowners agree to sell
74		12/25	Post	J.Elliott	10 families face eviction from low-income housing
75		12/25	Chron.	J.Verboon	Nowhere to go -- 10 families say they can't move out of Allen Parkway Village
76	23	Winter	CITE	P.Lopate D.Ghirardo D.Cuff	A Fourth Ward Overview Wielding the HACHet at Allen Parkway Village An Update From Freedman's Town
1985					
77	24	01/24	Chron.	Rodriguez	Unified development of Fourth Ward by one developer highly unlikely
78	25	01/24	Post	J.Elliott	Sale of housing project called ill advised
79		02/15	Post	J.Mecklin	Eviction lawsuits may be settled
80		02/15	Chron.	Rodriguez	Allen Parkway families facing eviction get 10-day reprieve
81	26	02/23	Dallas Morn.N.	C.Flournoy	Lawmakers seek probe of subsidized housing
82	27	02/28	Dallas Morn.N.	C.Flournoy	House panel to probe subsidized housing

Item No.					
New	Old	Date	Source	Author	Title
105		10/15	Post	L.Loddeke	Gonzales joins Allen Parkway fray
106		10/15	Chron.	Rodriguez	Gonzales vows to save Allen Parkway Village
107		10/17	Chron.	Rodriguez	City's bid for project demolition rejected
108		10/18	Chron.	Rodriguez	They want to get us out of here
109		10/18	Post	J.Elliott	Request to raze project not rejected, HUD says.
110		10/	Chron.	W.Taylor M.Hooper J.DeBremaecker	Development plans that slight city's poor aren't good enough (3 letters to "Viewpoint")
111		10/25	Post	M.Haederle	Candidates debate Allen Parkway
112		10/25	Chron.	B.Mintz	Councilman Hall, opponent debate plans to demolish housing project
113		10/30	Post	L.Loddeke	Parkway project opposed HUD asked to hold city's application

Chairman Gonzalez. On the contrary, thank you for being willing to come up. I notice you sat there very patiently all through the proceedings.

Mr. Baer. I was very interested.

Chairman Gonzalez. And I think that your contribution is most valuable because it is a very well outlined, a chronologically outlined picture of events. And it will be most helpful to us. And, also, some direct quotes from some of the present and past HUD officials.

Mr. Baer. We have quotes out of the newspapers.

Chairman Gonzalez. That's what I mean. You have listed them and you have very well outlined them in a carefully ordered manner. And that is very helpful.

Mr. Baer. Thank you. And this, incidentally, is not necessarily complete. I received this material from somebody else, and I do not know how it was collected.

Chairman Gonzalez. Well, he did a good job.

Thank you very much.

Our next listed public witness is Mr. Joe P. Zepeda.

STATEMENT OF JOE P. ZEPEDA, RESIDENT OF HOUSTON, TX

Mr. Zepeda. Thank you, Representative Gonzalez, for allowing me to address you.

Unfortunately, I am not here to talk about Allen Parkway Village, which seems to be the big topic of the day.

Mr. Gonzalez. That is right. And we did not come for that purpose either, single-mindedly. We have jurisdiction over everything from every assisted housing tool, community development, and all of the funds and programs that are tied into—Federal housing assistance.

Mr. Zepeda. I understand. I do understand Allen Parkway being very significant in our community.

Mr. Gonzalez. It goes to the heart of the matter.

Mr. Zepeda. Yes, it does. But my concern today is a little bit more narrowed to another population, which is the elderly.

We have heard a lot about housing. We have heard a lot about housing for the poor. But in my experience, and I have some experience in housing. I spent 5 years with the housing authority here. I have spent 3½ years as a private consultant, doing mainly assisted housing projects. And what I have found is that the biggest need we have is housing for the elderly. That is, good quality housing for the elderly. And what I have found out is that it is very hard to obtain, particularly for minorities.

We have a program that is called the Section 202 Program. It is a national program and it funds approximately 15,000 units a year. Now, what happens is this. Ninety-five percent of that money goes to predominantly nonminority organizations. Minority organizations have very little impact on that money. It is very hard for minority organizations to get into that pot of money. And the reasons are varied. One, many of us do not have the skill to go after that money. It is a very complicated program; it is not an easy program, let's put it that way. It is administered through non-profit corporations that apply for the money directly; it is a direct loan. It must be paid back from subsidies that are given to the Section 8 Program.

Now, what I have found out has happened to minority organizations, particularly Hispanics, is this in the ranking system that HUD has, 30 percent of the points are designed to financial capability of the organization making the application. What affects us is that it eliminates just about every Hispanic organization that I know because we do not have the financial resources. The financial resources are in the large groups, the mainly national groups that go throughout the country, and just more or less rubber-stamp the same housing all over the Nation.

That has been, to our experience, the most—the way that we have been systematically eliminated is a system; a net system by continuing to operate like that, it just automatically eliminates most everybody.

Now, I am not blaming the local housing officials or any of the HUD officials for that system of ranking. It may be that they are totally unaware that that is what is happening. Even though we tell them, it is hard for them to understand. We have received some money here in Houston to build 202 housing. We just finished a 46-unit apartment complex in southeast Houston. It's beautiful. We had it within—within 30 days from the day we completed it, we had it full. By and large, we have 60 percent of our population Hispanic, and we are very happy with the way things are running. But it is only a drop in the bucket. We are looking for more ways to get housing, more housing for the elderly, particularly the minority elderly.

It seems like every time there is a project approved here in Houston, it goes into a nonminority area. And the minority areas, very much like Allen Parkway Village, are left out. As a matter of fact, HUD even has me in the ranking criteria, that in order for them to even consider a site or a section 202 project in a minority area, you have to meet a list of tests. And they include anywhere from the area being urbanized to there being no other alternative sites and no minority areas, and so forth and so on. It is very hard criteria to follow.

So what we are looking for is ways of getting over this hurdle. We don't like to fight the system. I have already done that. I spent 5 years in the housing authority fighting the system, and it seems like I lost. So now what I am doing is looking for ways to get around it. And I understand that there is a way that we might be able to make little impacts, but maybe progressively more.

From my understanding, the Secretary of HUD has what are called discretionary section 202 funds. And if we could convince the Secretary to start using these discretionary funds to start looking at the better projects proposed by minority communities and funding them out of these discretionary funds, we could start making a headway, building our reserves, and develop our financial and experience capabilities. Therefore, in the long run, we could create a better impact on serving our citizens, the Hispanics and the blacks. Whereas if we just continue the way we are, we are going to keep seeing that services are going to be going particularly to the nonminority communities.

That is the gist of my—of what I want to talk about today. And I trust that there will be more of this kind of open forums, and these particular problems are brought out into the open, because I do not believe too many people know about it.

Thank you, sir.

Chairman GONZALEZ. Thank you, Mr. Zepeda.

There again, in section 202, the President in the campaign last year—in fact, he had the big show. He went to this 202 project and said "I'm for it a thousand percent." Well, this year, he is asking to eliminate all funding for 202—all funding.

What we have in H.R. 1 would provide the freeze level for the section 202 program which has been about 12,000 units a year. And we are freezing last year's levels in H.R. 1, but the administration would eliminate even that. In other words, it just asks for no funding for 202, even though the President made a commitment last year.

So here we are fighting for the very right to continue the life of the program.

With respect to the minority impact and the like, we did have under Moon Landrieu—when Moon Landrieu was briefly Secretary of HUD—a procedure that HUD feels places them out of the decisionmaking level because you are going to your mortgage bankers, presidents, and powerful presidents for all these transactions. It has long been done by private enterprise, the financing is all manipulated by the bankers and they have stipulations. We fought—back in the middle 1960's, we went to the Federal Reserve and tried to get some kind of minority recognition in the banking system. In this area, it would take a determined effort; it should not have to take legislation. It can be done.

The only HUD Secretary I know was Secretary Moon Landrieu, who was briefly Secretary of HUD in the last 1½ years or so of President Carter's administration. I sat down with him because he was very noted and he had been mayor of New Orleans.

I have been on this subcommittee 24½ years. And many a time, especially in the middle 1960's, on the Omnibus Housing Act of 1965, the Housing Act of 1968, he was one of our prime witnesses. He was, in my opinion—and remember, I was there at the founding of HUD—Moon Landrieu was the most knowledgeable and most efficient Secretary of HUD that I have ever seen. We have had some good ones, we have had some not so good. But he was really good. He knew, because he came up from that city level and he understood.

He was starting to implement a commitment he made to some of us when the Carter administration went out. So at this point, we are fighting for the life of the program, and we are trying to see what we can do with respect to making it possible for minority contractors to have a little voice. I think if we do, we are going to find what can really be done cheaper, better, and very much more feasible to get a bigger bang for the dollars.

But at this point, you are right. The odds are against you being there on the ground floor to compete for that 202 job. But as I said, right now we are trying to fight to keep the pipeline, accepting what we had in the 1985 fiscal year.

Mr. ZEPEDA. Well, it is a very popular program nationwide.

Chairman GONZALEZ. Well, the President recognized that it was because when he started feeling he was under some plow of attack from his opponents, he went through the trouble of going to this project, in Buffalo, I think it was, a section 202 project; and he had all this national television coverage, and said, "This is what I am for." And since he had been talking about privatizing, one reporter said, "Well, this is federally funded." He said, "Yes, but this is different. It is for the elderly." Then he comes in this year—that is, after the election—and he zeroes out the program, just like he did with the Voucher Program.

A year ago, they were telling us that this was the answer, the voucher. This year he says not a penny for the voucher—which is his own program. So this is what we have had to face, this erratic type of pattern. And I am sorry to report that, at this point, we are working against the tide. But I really appreciate you, because unless people like you are constantly going forward, for some reason or other; until we had the specialized hearings on the housing problems of the Hispanic, we had no organization of any consequence, even talk about housing, much less minority people, entrepreneurship.

So thank you very much.

Mr. ZEPEDA. Thank you, sir.

Chairman GONZALEZ. Our next listed witness is Marcial Silva. Mr. Marcial Silva?

Mr. Wendell McCall? I knew you were there, but I did not know your name. I recognize you.

STATEMENT OF WENDELL McCALL, RESIDENT OF HOUSTON, TX

Mr. MCCALL. Good evening to each and every one present here, and thank you for being here in Houston.

Maybe the time is right for what I have to present here today. It might take a few minutes, but I will be as brief as I can. I want you to see the whole outline of the picture I want to present here.

First of all, I took off from my job because I read the article in the paper last night about Mr. Phillips failing to cooperate in this matter.

Well, if you don't respect yourself, you can't respect no one else. The government is elected to serve the people. The Houston Housing Authority was set up to serve the people of Houston, which it is not doing. And I have detailed accurate information as to waste, corruption, and mismanagement within the housing authority, and it can be verified. Missing supplies from the store of central supply. Parts being taken from Allen Parkway Village and distributed other places. I imagine that is why it would cost so much to redo it again.

The things I say here, I can prove to be fact. In fact, I would even suggest an audit of funds in the Purchasing Department of the Houston Housing Authority if you really want to see the truth.

If Mr. Phillips failed to show, it is being of some knowledge that he had. He did not want to make no waves during this administration in the election up and coming.

Also, there are inconsistencies in the hiring practices in the Houston Housing Authority in the form that they hire people who are not qualified for positions, at exorbitant salaries because they are friends of someone else. So these people come in and they do not know the operation. How can they serve the people? And the people who they are supposed to serve are being—I would say persecuted.

On one side of Allen Parkway right now they have the bulldozers for the highway that they are putting through there, and on the other side there has been—how long—$2 million fixing—and, in between, they have the poor, Allen Parkway.

I am speaking right now for someone who I know had been with the authority a number of years, and they became victim to the injustice and the ruthlessness that goes on: the homosexuality within the Houston Housing Authority. It is the main office that I speak of. And all these things that I say can be verified and substantiated.

At present, they are hiring people who are not qualified, maybe two or three at a time, to replace jobs that one person was doing. I imagine if you run the operation, you want qualified people running that operation.

I will speak out specifically against a certain department, known as the Purchasing Department, which purchases all of the equipment, supplies, and everything for all of the developments; centrally located. It is being run by a man who is totally incompetent and does not know about purchasing. This man was put in as a supervisor. And before, he had a bitter battle with his marriage. This man didn't care about the job. He lost—he launched a personal vendetta against employees under him. He wanted a staff of women that he could have sex with.

Also, let the record show for the Houston Housing Authority, this man right now has several charges pending against him at the EEOC.

The administrative director up there, he is fairly new. He doesn't know the operation. I mean, it is totally unorganized up there. And I feel—and I thought after reading and hearing all the proponents of Allen Parkway Village and who was for what in the city administration, there is total injustice and it needs to be looked into. Injustice to the employees; several have been fired for reasons of sexual harassment, which can be verified at the EEOC. Also, we have homosexuals working up there in different kind of positions. Some employees are afraid to speak out about it for fear of losing their jobs.

So, in my estimation, there is a lot of waste, corruption, and mismanagement in the housing authority itself. In fact, I understand, or I thought I understood some years ago that in order for the Government to fund certain agencies—and, again, they had guidelines they were supposed to go by. Well, I imagine that people on welfare are buying Cadillacs and everything, how can they afford Cadillacs on welfare? If they send $10 million down here, how come—you know, this is misappropriation of Government funds. I mean, it would be clear to me.

And these are not just allocations of charges I am coming here with today. I am coming here today because I have been involved indirectly. I have had people on the inside—and I have compiled this information over a 9-year period. And that was in 1978-79; I know how it is at the present time.

And, finally, I have to say right here that I have a letter here, an inter-office memo from the housing authority, in fact saying that this man had fired so many people in that Purchasing Department, which is like the backbone of the housing authority because it spends money and is supposed to work close to finance for everything from a sink stopper to a water heater.

Now, equipment, supplies, documents, and records of the Houston Housing Authority Purchasing Department were being destroyed or were not routed to the proper departments. There is rampant theft from the central store room. And, like I said, Allen Parkway Village is like a salvage yard. They take the parts out of there and take them to other developments. They have not tried to do anything for the citizens.

Also, people like the managers in certain departments—like I heard one gentleman say today that there was a dictatorship, and they persecute the tenants that they serve, who pay their salaries.

And last but not least, I would like to say it is my understanding that—I always thought that you get the best qualified person for whatever the job would be. It would make no sense to hire three people and pay $20,000, and they do not have the expertise or the experience, than to maintain one who has been there for 9 years, who knows the old procedure, and just give them a raise.

Right now, we are in the process—for our next move, we thought we would come to this committee and expose some of the wrongdoings. But if this faithful employee, that I know, is not reinstated—and we plan to attend a grievance hearing sometime this week, and no action was taken by the Housing Authority Legal Department—we will stew up the life of Mr. Phillips, and we plan to go public and expose a lot of things that are going on within the housing authority.

So if the housing authority itself is unorganized and is doing its employees like this; if you have no respect for yourself, they sure cannot serve the tenants, and they haven't been.

Thank you. That is all I can say.

[Inter-Office Memo introduced by Mr. McCall follows:]

HACH 201
REV.[illegible]/84

HOUSING AUTHORITY OF THE CITY OF HOUSTON
P.O. BOX [illegible] • HOUSTON, TEXAS [illegible] • (713) [illegible]

INTER-OFFICE MEMO

TO: Mr. Oleman, Director of Admin. **DATE:** September 22, 1985

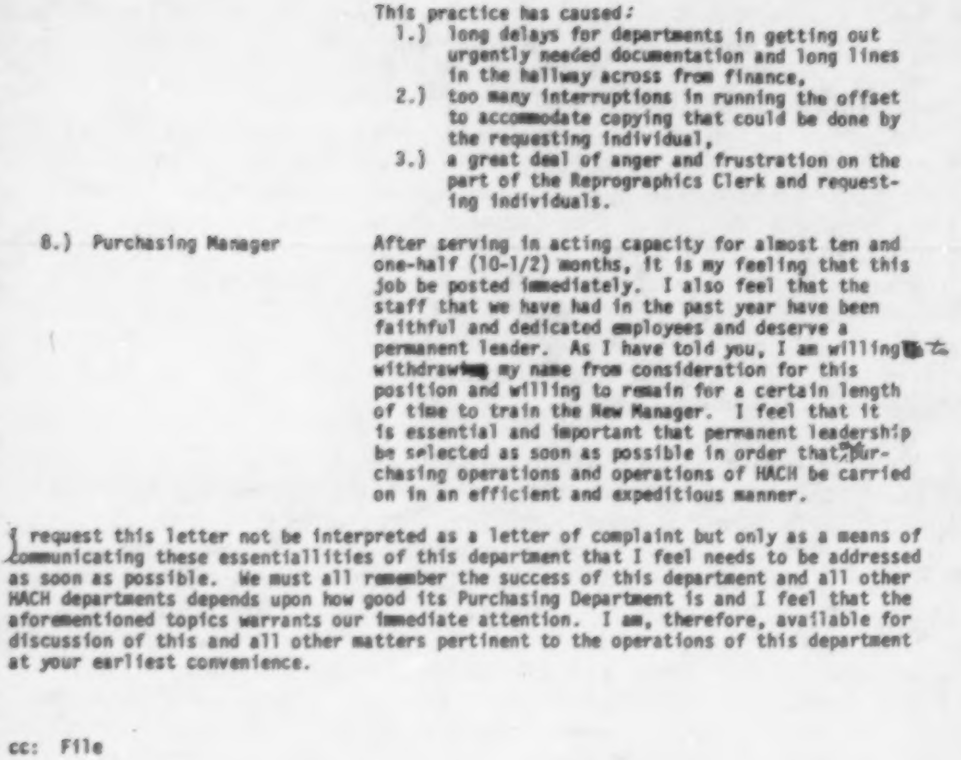
FROM: Ron Williamson, Acting Purchasing Mgr.

SUBJECT: Essential needs of Purchasing for Continued effective and efficient Operations

As I have made you aware on several occasions, the purchasing department is lacking the essential personnel to operate in an effective, efficient and productive manner. As acting purchasing manager of a department that I've taken a tremendous amount of pride in managing, and supply our personnel with supplies and material in an expeditious manner, I feel that it is my first and duty to advise you of my concerns before those concerns reach a point of total collapse. With all due respect, I feel that we are now at that point. In my opinion, if we are to continue as an aggressive, and progressive department, in which I am accustom to being a part of, then the following areas must be addressed immediately:

1.) Storerooms	Both APV and Central Office Supply - Permanent replacements have not been interviewed or selected.
2.) Courier	After two (2) weeks on the job, courier is still unable to comprehend his duties, continues to deliver mail to wrong department and sometimes not picking up/delivering the mail at all.
3.) Purchasing Assistants	Edna Johnson - Accepting lay-off effective 9-30-85 (no qualified replacement found). Rwanda Darby - Replaced today (9-23-85) by Delores Monroe (MYHTIP). With Edna leaving within a week, this leaves me with no qualified personnel to assist me with the reports and documentation that are due 10-1-85. Delores has given a 2-week notice to her supervisor but her training will not begin until after Edna has already terminated. It is my recommendation that a temporary employee be assigned to MYHTIP and start training Ms. Monroe as soon as possible while Ms. Johnson is still employed.

4.) Inventory	Finance has been requesting an inventory of the storeroom since July, in order that their books can be reconciled, but to date, we have been unable to perform an inventory due to workload involving the purchase of newly approved budgetary items preparing and submitted HUD reports, etc.
5.) Purchase Requisitions	It is again my recommendations that requisitions from other departments be submitted directly to Purchasing/ finance for approval since they have been approved by the director of the department submitting the requisitions. Submitting all requisitions to the Director of Administration is causing delays in purchasing and requires supplies and material that are essential to the operation of HACH. We would continue submitting requisitions for the purchase stores/Purchasing and Administration to the Director of Administration for approval and other requisitions that cannot be routinely handled. This is the system that was previously used and worked very well.
6.) Postage Machines	Currently we are utilizing two (2) Pitney Bowles Bowes Postage machines; one in Section 8 and the other is used for all other HACH mailing. It is in my opinion, [illegible] more economical to utilize ~~be~~ one larger Pitney ~~Bowles~~ Bowes machine. Since we continue ~~having~~ to have problems having enough postage money in the Section 8 machine and since the machine has a meter to record the amount of postage used, all mail could be run on one machine, and we would submit an invoice to Section 8 each week with the amount of postage used for that department.
7.) Copiers	It was my understanding that when Tenneco submitted their final report on the study of the copiers, their reason for recommending a reprographics clerk was to aid in the printing functions and make better use of our AB Dick Offset Printer, as a means of cutting down the expense of making copies on the copier. Since I submitted the reorganization plan to you that included the reprographic clerk, we have required her to do all of the in-house printing as well as the copying. After taking a long look and studying her duties, I have come to the conclusion that it is not practical nor is it economically feasible to continue requiring the reprographic clerk to continue making the copies for all of the departments. All personnel have been made aware that any copies in excess of twenty (20) be run from the offset printer. The duties would still require her to monitor the usage of the copier, but it relieves her to continue without stopping to make copies for everyone that needs a copy of more than one.



	This practice has caused: 1.) long delays for departments in getting out urgently needed documentation and long lines in the hallway across from finance, 2.) too many interruptions in running the offset to accommodate copying that could be done by the requesting individual, 3.) a great deal of anger and frustration on the part of the Reprographics Clerk and requesting individuals.
8.) Purchasing Manager	After serving in acting capacity for almost ten and one-half (10-1/2) months, it is my feeling that this job be posted immediately. I also feel that the staff that we have had in the past year have been faithful and dedicated employees and deserve a permanent leader. As I have told you, I am willing to withdraw my name from consideration for this position and willing to remain for a certain length of time to train the New Manager. I feel that it is essential and important that permanent leadership be selected as soon as possible in order that purchasing operations and operations of HACH be carried on in an efficient and expeditious manner.

I request this letter not be interpreted as a letter of complaint but only as a means of communicating these essentiallities of this department that I feel needs to be addressed as soon as possible. We must all remember the success of this department and all other HACH departments depends upon how good its Purchasing Department is and I feel that the aforementioned topics warrants our immediate attention. I am, therefore, available for discussion of this and all other matters pertinent to the operations of this department at your earliest convenience.

cc: File

Chairman GONZALEZ. Thank you, Mr. McCall. I would say that you indicate you are going to go through channels in reporting this matter to the administration.

Mr. McCALL. Well——

Chairman GONZALEZ. You say you are going to present your grievance and, ultimately, you will go to the executive director himself. And, of course, in the meanwhile, we are not investigators or an auditing group. We are a legislative group. But we do have available to us resources which, as of this morning, I came to the resolution that I would invoke in following through and making sure that the Federal moneys that are provided to the Houston Housing Authority are being spent in the way that is in keeping with the congressional intent. We do have what is known as the General Accounting Office. And I fully intend to invoke them.

Mr. McCALL. I would like to also say that I have been to newspapers, TV, and radio. They really want a story on the homosexuality that is rampant out there.

Chairman GONZALEZ. Well——

Mr. McCALL. The waste of money and the hiring inconsistencies. I know you are not investigative committees, but these are things we would like to expose.

Chairman GONZALEZ. Well, we are going to follow through to make sure that we have accountability. I cannot help you on the other items.

Mr. McCALL. Oh, we are not looking for help, sir. We already have got that. We know——

Chairman **Gonzalez**. But I think the main thing is what you told me, that you do intend to press these allegations to the proper administrative officials on the local level after all, they are the administrators. They are charged by that administration.

The Federal Government has delegated administration of all of this activity to the local entities. And it is not a purely administrative matter. However, the carrying out of the functions for which the housing authority is founded and for which it applies for funds from the Federal Government does give us the responsibility of oversight. And we intend to do that. So we will follow through.

Mr. **McCall**. OK. I just want to say in closing to please take a look at it. We had to—they did not want you to be here.

Chairman **Gonzalez**. Well, we were scheduled to be here on August 29. We were going to have hearings at the Clayton Homes Project.

Mr. **McCall**. Yes, sir. I understand.

Chairman **Gonzalez**. So, in the meanwhile, something happened; I don't know what. It may have been in connection with the fact that we would be asking questions about Allen Parkway, naturally like we would about any other public housing issue. But we were going to have citizens testify, and this is what we are doing.

So regardless of the reason, my experience in going to all these numerous cities across the coast, from the Canadian border to Texas, the housing authorities have hosted us, they have welcomed us. This is the first time the Housing Director refuses to participate. So when I see that, I feel, well, they must be trying to hide something.

Mr. **McCall**. There is plenty to hide, I'm sure. Plenty to hide.

Chairman **Gonzalez**. Well, it will all come out in the washing.

Mr. **McCall**. Thank you, Mr. Chairman. Thank you for coming to Houston. That means a lot to our people.

Chairman **Gonzalez**. Thank you very much for your willingness to speak.

If you have any papers you wish to submit—I think you referred to a letter—you may do so if you wish, and submit it for the record, or a copy thereof.

Our next witness is Gene Pritchard.

STATEMENT OF GENE PRITCHARD, MEMBER OF TEXAMI

Ms. **Pritchard**. Representative Gonzalez, my name is Gene Pritchard. I am here speaking on behalf of the homeless mentally ill. I would like to make two points and then ask a question.

As a representative of the Citizens Alliance for the Mentally Ill, the Texas Alliance and the National Alliance of the Mentally Ill, I want to thank you for including section 202 in House Resolution 1. As you know, section 202 provides a loan program for group homes to benefit the homeless. As parents, family, and friends of mentally ill persons, this is a major concern of our group.

Second, today we are asking that HUD be forced to implement Civil Rights 504 into the Housing Program. This bill, as you know, is an antidiscrimination law. HUD is not enforcing it with regard to the mentally ill population's housing. Thus, they can discriminate against this group. Whatever actions are needed to get Civil

Rights bill 504 implemented by HUD are respectfully what we are asking.

Finally, Representative Gonzalez, we would like to put before you the question: what are you doing for the mentally ill? I know we do not have the time for descriptions of all the bad experiences people have had. We all know that the crying void of community housing for this group is important. The simple point that we want to stress here is that there is not enough housing for the mentally ill population. There is just too much redtape to get into housing.

As I understand it, Senator Kennedy introduced a bill on housing. Are you aware of this bill, sir?

Chairman GONZALEZ. No, I am not. And I haven't heard too much from them over in the Senate on the housing legislation. We have passed it in the House; it has died in the Senate. Nobody has anything to say.

Ms. PRITCHARD. I see.

Chairman GONZALEZ. Kennedy or anybody else.

Now, you refer to the fact that I had included section 202. That was my inclusion. I put it in.

I am also the author of probably the only comprehensive legislative proposal that would include a program, comprehensive health program that would provide for medical scientific aid to the mentally ill.

What we will do is make sure we send you a copy of that bill because I have been introducing it for about four or five Congresses.

Ms. PRITCHARD. Thank you so much. We appreciate the opportunity you have given us to express our concerns.

Thank you.

[The memorandum of Ms. Pritchard follows:]

MEMORANDUM

OCTOBER 14, 1985.

To: Representative Henry Gonzalez.
From: Gene Pritchard and Muzette Walters, Members of TEXAMI.
RE: Housing for the homeless.

My name is Gene Pritchard. I would like to make two points and then ask a question.

As a representative of Citizens Alliance for the Mentally Ill, TEXAMI, and NAMI, I want to thank you for including Section 202 in House Resolution #1. As you know, Section 202 provides a loan program for group homes to benefit the homeless. As parents, family, and friends of mentally ill persons, this is a major concern of our group.

Secondly, today we are asking that HUD be forced to implement Civil Rights 504 into the housing program. This bill, as you know, is an antidiscrimination law. HUD has not enforced it with regard to the mentally-ill population's housing. Thus, they *can* discriminate against this group. Whatever action are needed to get Civil Rights bill 504 implemented by HUD-are respectfully what we are asking.

Finally, Representative Gonzalez, we would like to put before you the question, "What are you doing for the mentally ill?" I know we do not need time-consuming descriptions of bad experiences here. We all know the crying void of community housing for this group. The simple point we want to stress here is that there is not enough housing for the mentally-ill population. There is too much red tape to get into housing.

It is our understanding that Senator Kennedy introduced a bill on housing. Are you aware of this bill? Could you support it?

Thank you very much for this opportunity to express our concerns.

Chairman **Gonzalez**. Thank you, Ms. Pritchard. Thank you very much and your organization.

Our next listed witness is—I cannot read this very well. It looks like Etola Estes. Yes; Etola J. Estes?

All right. The next is Donald Robert Pottorff, Jr.

STATEMENT OF DONALD ROBERT POTTORFF, JR., RESIDENT OF HOUSTON, TX

Mr. **Pottorff**. Thank you. I truly did not think I would have a chance to talk today.

You said earlier that it might be a sin to be poor here in Houston. Well, if that is so, it is a crime to be mentally ill here.

Since my release from Ben Taub Hospital's psychiatric unit last week, I have been treated like a transient and not as a mentally ill individual, in violation of Texas' recently mandated mental health bill.

I have functioned as a contributing member of society in the past. Next week, I plan to start work again. And so I will again become a contributing member of society, although I am still at the mercy of the wind and the rain.

They discharged me with no place to go, over my objections. I was told today, when I went by there and talked to the social worker, that since I was not a babbling idiot, I ought to be able to take care of myself.

I would like to enter that into evidence there. She doesn't say it there, obviously. She wasn't prone to write it down.

While I still remain dependent on the kindness of strangers for a dry bed to sleep on, I feel one thing; that my illness is such that I am able to appear before you and tell you about a situation that did not start with me and most likely will not end here.

Thank you.

[Written note of Mr. Pottorff follows:]

DOWNHOLE DATA

Complete Mud Logging & Pressure Detection Service

I WAS RELEASED FROM BEN TAUB Hospital ON OCT. 8th, 1985, ~~AFTER~~ OVER my REPEATED OBJECTIONS THAT I HAD NO PLACE to go. I WAS REFFERRED to THE UNITED WAY AGENCY "TRAVELERS AID." I HAVE LIVED AND WORKED IN THE HOUSTON AREA SINCE DEC. '83 (EXCEPT FOR THE SHORT PERIOD [illegible] BETWEEN THE LOSING OF MY JOB AND MY ADMITTAL to the HOSPITAL. DURING THIS PERIOD OF 4 MONTHS I STAYED WITH my STEPFATHER & MOTHER. MY MOTHER NEEDS to TAKE HER MEDICATION AS SHE IS NEAR IMPOSSIBLE to get along WITH WITHOUT IT)

TRAVELERS AID GAVE ME $7.00 AND A LIST OF

3 FREE MISSIONS (MAXIMUM STAY 2 AND 3 NIGHTS):
2 FLOP HOUSES (AT $5.00 & $5.50 PER NIGHT)
(INCLUDING THE SALVATION ARMY) ALSO, I.D. IS REQUIRED
1 PLACE to get FREE LUNCHES
1 HOUSE WITH MEALS AT $8.00 A DAY

ALL THE ABOVE ARE IN AREAS WHERE IN THE COURSE OF 1 WEEK I CAN REASONABLY EXPECT TO BE ACCOSTED AND MUGGED A MINIMUM OF 2 TWICE. I AM MENTALLY & PHYSIOLOGY UNSTABLE OR ILL. I AM NOT A TRANSIENT AND I AM NOT STRONG ENOUGH to DEAL WITH THEM.

Donald R. Potter Jr 10/15/85

12824-B HEMPSTEAD HWY. • HOUSTON, TEXAS 77092 • (713) 939-0405
LAFAYETTE (319) 264-1861 • NEW ORLEANS (504) 568-0117 • DENVER (303) 831-8911

SIN TO BE POOR?
IF SO, IT'S A CRIME TO BE MENTALLY ILL

Complete Mud Logging & Pressure Detection Service

① SINCE MY RELEASE FROM BEN TAUB HOSPITALS PSYCANTRIC UNIT I HAVE BEEN TREATED LIKE A TRANSIENT AND NOT AS A MENTALLY ILL INDIVIDUAL IN VIOLATION OF THE STATES OF TEXAS' RECENTLY MANDATED MENTAL HEALTH CODE.

~~[illegible] THE PAST~~

② I HAVE FUNCTIONED AS A CONTRIBUTING MEMBER OF SOCIETY IN THE PAST AND IN A WEEK I WILL AGAIN BECOME EMPLOYED FULL-TIME, ALTHOUGH I AM STILL AT THE MERCY OF THE WIND AND THE RAIN.

③ IN CONCLUSION, WHILE I ~~[illegible] SEEM~~ REMAIN DEPENDANT UPON THE KINDNESS OF STRANGERS FOR A DRY BED TO SLEEP ON, I FEEL LUCKY THAT MY MENTAL ILLNESS IS SUCH THAT I AM ABLE TO APPEAR BEFORE YOU AND STATE A SITUATION THAT DIDN'T START WITH ME AND MOST LIKELY WILL NOT END HERE.

DONALD R. POTTORFF JR
NO REAL ADDRESS AT THIS TIME
C/O P.O. BOX 447, DAYTON, TX. 77535

12824-B HEMPSTEAD HWY. • HOUSTON, TEXAS 77092 • (713) 939-0405
LAFAYETTE (319) 264-1861 • NEW ORLEANS (504) 568-0117 • DENVER (303) 831-8911

1) Referred to Harris County
Social Services

A. Denied secondary
to not being
eligible.

2) Travelers Aid Referral
secondary to pt
not being a
Harris Co. resident

ABOVE LETTER OBTAINED FROM MS. GARCIA, M.S.W., 3rd FLOOR SOUTH
BEN TAUB COUNTY HOSPITAL 10/15/85

Chairman GONZALEZ. Did I have your name correct?

Mr. POTTORFF. Pottorff.

Chairman GONZALEZ. Would you mind spelling that for the Reporter, please?

Mr. POTTORFF. P-o-t-t-o-r-f-f.

Chairman GONZALEZ. Thank you. What I have here is a carbon copy of what you signed in, and the carbon is not very clear.

Did you identify yourself in—you did not submit a written statement, did you?

Mr. POTTORFF. Just a small copy of what happened to me last week when I was discharged.

Chairman GONZALEZ. Do you have your name spelled out on that?

Mr. POTTORFF. Yes.

Chairman GONZALEZ. The reporter indicates that she does have it. We want the record to be exact.

The point is that you were discharged from the hospital. How long were you in the hospital?

Mr. POTTORFF. I was in there 2 weeks after a suicide attempt.

Chairman GONZALEZ. Was that your first occasion to receive treatment in a hospital?

Mr. POTTORFF. Not for a suicide attempt. I just recently found out that I was a manic depressive. I did not know that I was sick until just recently. So now, I understand why I used to walk away from everything that was—when everything was going good, I would walk away from it.

I have had suicide attempts. I have not quite accepted the fact that I was mentally ill.

Chairman GONZALEZ. Where are you living now?

Mr. POTTORFF. I am living with these three girls. I did not want to live with them to begin with. It is kind of like prostituting myself, but I have to have a roof over my head. I don't even know the exact address.

Chairman GONZALEZ. I do not know if—Ms. Pritchard, isn't there a city or a county mental health, mental retardation facility?

Mr. POTTORFF. I was told that I wasn't eligible for any of that because for the 4 months before my hospitalization, I had been living with my parents, because I lost my job. When I found out I was—I went to a psychiatric hospital for an alcohol problem, because I thought I was an alcoholic, but when I got there, I found out that I was a binge drinker. And the reason I was a binge drinker was because I was trying to medicate myself with the alcohol. That is when I found out I was a manic depressive. And I lost my job offshore because there was no way they could send me offshore and have me popping pills every couple of hours.

Chairman GONZALEZ. So at this point, you do not really have shelter. You are just temporarily having three——

Mr. POTTORFF. Yes.

Chairman GONZALEZ. The hospital never did refer you to any particular agency?

Mr. POTTORFF. Well, she called up the Harris County Social Services, and they said I was not eligible because of the 4 months I had spent with my parents after I lost my job.

Chairman GONZALEZ. Do your parents live in Houston?

Mr. **Pottorff**. They live just barely outside of Houston, over in Dayton in Liberty County.

I never considered myself a Liberty County resident. I still don't. As a matter of fact, the job I start next week is up in the Humble area. It is still within Harris County.

Chairman **Gonzalez**. I wish there was something I could tell you. I don't know; we could try——

Mr. **Pottorff**. I tried the Salvation Army, and I was told I couldn't go in there because I didn't have any ID.

Chairman **Gonzalez**. Well, of course, that is temporary, too, isn't it?

Mr. **Pottorff**. About 2 days, if it's free; and if you are paying for it—but even if you are paying for it, you cannot live there if you do not have an ID. And, besides, most of these neighborhoods, you can usually expect to be mugged 2 and 3 times a week.

Chairman **Gonzalez**. I wish there was something I could tell you. If we were going to remain here a day or two—but we have to leave today after the proceeding.

Mr. **Pottorff**. Well, I did not really expect you to be able to help me. But if you can cause some kind of fire under somebody's butts so it doesn't happen again, I think that would be even better.

Chairman **Gonzalez**. Well, we want to thank you very much, Mr. Pottorff. We appreciate your interest and coming to the meeting and testifying.

Thank you.

Our next listed witnesses are Reynald Garza and Josefina Vargas—no pueden hablar en ingles?

I believe that would be—Ms. Vargas will speak in English?

Ms. **Vargas**. Spanish. Reynald Garza doesn't speak English.

Chairman **Gongalez**. OK. But you will attempt to speak for her?

STATEMENT OF JOSEPHINE VARGAS, RESIDENT OF HOUSTON, TX, ACCOMPANIED BY REYNALD GARZA

Ms. **Vargas**. Honorable Congressman Gonzalez, Miss Reynald Garza is in dire need of housing. She has five children and a very small income. She has found the Houston Housing Authority to be very elusive and very hateful, I should say, to Spanish-speaking people.

I have observed that whenever they all get together for parties—I live at Cunney Homes Housing Authority project.

Chairman **Gonzalez**. What is that?

Ms. **Vargas**. Cunney Homes.

Chairman **Gonzalez**. Cunney Homes.

Ms. **Vargas**. And the president, Mr. Winston—I cannot think of his first name—he wants the city of Houston, of course, to tear down Allen Parkway, which is none of his business. And he also wants Texas Southern University to have TSU—get rid of TSU.

So I am saying that to say that we have an administration and a president there, unlike Mr. Lenwood Johnson—you know the one I'm talking about—he does not care for the people there. The way they treat this lady, that's the way they treat the blacks. They are very uncaring. And many of them would have come with me, but they didn't fit in my car. And many of them are going through a lot of suffering and torture. And just by me being here, I cut my neck off, you know. I'm going to come under a lot of harassment from them.

Marin Zindler says constantly, "It is hell to be poor." Many of those blacks there wouldn't have their apartment or their little puppies which—it's more—you know, there are people that have housing; that's important. But then when you take a poor child, like my little boy is, he has a little poodle dog. They have to get rid of it because Earl Phillips doesn't want pets. And one thing that bothers me about that, Mr. Earl Phillips, is when he has those courses that, once your name comes up on the waiting list, you have to go to those housekeeping courses. And he gives you a newspaper clipping where he brags about himself when he was a housing director at Wilmington, DE; how he is proud—and he says "proud to say" that he evicted black mothers and small children in the snow if they don't tolerate his rules and regulations.

And then another thing, they say it is against Mexican-Americans at his classes. He contracts people to give us housekeeping—he calls them housekeeping courses. And he will tell everybody loud and clear that he—oh, I guess they're instructed under orders to say be careful with the Mexicans because they carry knives, and use so and so—he names a brand. That causes friction there between the minorities and it puts Mexicans down. It is also Phillips—you know, that's what his name is.

I find him very hard and uncaring. There is a project where I live. I was told last week, and I'm going to quote the words, "nigger." They said, "I don't want those niggers to be helped." That's what the administration told me. "They have to learn to do things on their own." But many of them are sickly and, really, barely unable to care for themselves. If somebody didn't help them, they would be homeless and street people. And that would be my situation, too, because I'm a heart patient, an insulin diabetic. And my husband has had two brain surgery operations. He's on a small social security grant, or whatever—allotment, or whatever it's called.

But I find that they are very unfeeling and uncaring people. You have to deal with Earl Phillips. He is proud because he came out of a housing project as a child. But somebody helped him along the way, and I think he has forgotten that.

Thank you.

Chairman GONZALEZ. Thank you, Ms. Vargas.

[Mr. Gonzalez and Miss Garza converse in Spanish]

Chairman GONZALEZ. She lives on—did she say Illinois?

Ms. VARGAS. In a house on Illinois Street, but I think they are fixing to cut her off from her living quarters on the 15 of this month.

Chairman GONZALEZ. This is a private dwelling?

Ms. VARGAS. She has to move out anyway because it's going to be——

Chairman GONZALEZ. The reason I am going to speak in English is for the record. Otherwise I will have to go back and interpret.

Would she mind telling us how much rent she is paying and what size dwelling she has?

Ms. VARGAS. Two bedrooms and five children. I think her house payment must be about $135, and I think her small income is about $225.

Two-eighty a month. And she has to pay bus fare for her children to go back and——

Chairman GONZALEZ. Two hundred eighty dollars a month; five children. And the rent she pays is—well, what kind of condition is that dwelling in?

Ms. VARGAS. Very bad. And she would like to get into housing. But Earl Phillips does not have emergency housing anymore. He puts you through a lottery list. You have to go through some housekeeping classes.

Chairman GONZALEZ. Have you been in contact with any other of the agencies like the Metropolitan Organization, Father Russo——

Ms. VARGAS. I don't think so.

Chairman GONZALEZ. I really do not know what specific recommendation I could make to you. If we had a little bit more of a permanence here in the city, we would have contacts and could find out for sure that somebody would be at least speaking with her.

Ms. VARGAS. Well, we have a dictator in charge right now.

Chairman GONZALEZ. Well, even there, you know, you have a long waiting list for public housing. Her problem would be if she is evicted from where she is, and her five children; then she would be homeless. And the question is—there is bound to be some agency that would be in a position to offer some kind of help or advice, and not wait until she is homeless. And the only ones I know of are those who have testified here today, like the Harris County Coalition for the Homeless, and an organization like—does she live in the Our Lady of Guadalupe neighborhood? Is Illinois Street in that area?

Ms. VARGAS. No. St. Peter the Apostle, but they don't have very much of a——

Chairman GONZALEZ. They don't have much of a program?

Ms. VARGAS. But we could check.

Chairman GONZALEZ. I wish you would. And I think you could find out from the staff how to get in touch with Father Russo. And maybe through him, he could contact the pastor of the other church.

Thank you very much. It's good to see you again. I know you were in San Antonio.

Ms. VARGAS. Yes.

Chairman GONZALEZ. Thank you.

Ms. VARGAS. I always voted for you.

Chairman GONZALEZ. Again, this didn't come through too clearly, but the next witness looks like John Ray Heavens or Hinson. It could be Hinson.

The next one is Vince Cox. Is there a Mr. Cox?

The next one is Rowena Deto, who apparently was going to speak in behalf of Arenia Edwards, who had not been able to be here because she's been ill.

She had to leave? OK, thank you.

And the last listed witness we have here is Maria Hinojosa.

STATEMENT OF MARIA HINOJOSA, RESIDENT OF HOUSTON, TX

Ms. HINOJOSA. My name is Maria Hinojosa. I have been living in Parkway Village for 8 years. And I want that place to be there because that's my home. And I want to be living there because it is close to town, close to the hospital, close to my doctor. And I do not know where else to go because I want to be there. I do not want to go no where else. That is why I thought talking to the television people—and I have low income. I get two checks. And my rent is just arrived for me to pay. And I don't want to go nowhere else. I want to be there and be my home.

That is all I want to say.

Chairman GONZALEZ. Well, that is very important, what you have just said. And I appreciate your willingness to be here.

You say you have lived there 8 years?

Ms. HINOJOSA. Yes, sir.

Chairman GONZALEZ. What size unit apartment do you have?

Ms. HINOJOSA. Well, I have two bedrooms, a living room, and a kitchen. The only thing, the kitchen is too small for me. For one person, that's OK.

Chairman GONZALEZ. You live alone?

Ms. HINOJOSA. Yes, sir. I am a widow. I have been a widow for almost 21 years.

Chairman GONZALEZ. There is no question about it; it would be hard to duplicate that situation if you were compelled to move.

Well, thank you very very much, Mrs. Hinojosa. It was very very generous of you. Thank you very much.

Ms. HINOJOSA. You are welcome, sir. And I am glad you are from my—I was raised in San Antonio. And I was born in Ft. Worth, TX.

Chairman GONZALEZ. Our final listed witness here is Ms. Fay. Ms. Fay.

Let me say that if any other person is here now who did not list his or her name, if you want to be heard, we will recognize you at this point. We have about 5 minutes left.

Yes, sir, please proceed. Identify yourself for the reporter. If possible, let us have your name and address.

STATEMENT OF GROVER NEWMAN, RESIDENT OF HOUSTON, TX

Mr. NEWMAN. I am Grover Newman. I am lay pastor at the Church of the Redeemer, Episcopal; 4411 Dallas, Houston 77023.

I have been reflecting on one of the things that Mr. Garcia said this morning about the Hispanic community being dispersed from the barrios into the other housing units. And my observation of that is that indeed is happening, and the reason it is happening is because the rental market in Houston is so depressed and in such a desperate condition that apartments are being made available on much more reasonable terms. And many things have been—monthly rentals that would have cost in deposits, probably $1,200 or $1,400 to move into, are now available with no deposit. And often the apartment owners have gone to weekly rentals.

If Houston recovers from this economic depression, that circumstance will change. And with economic recovery, those apartments will no longer be available to the poor on such reasonable terms.

That is a simple observation. I have had some encounter with the rental business over the last 5 years.

Thank you for allowing me to make that observation.

Chairman **Gonzalez**. I thank you, Mr. Newman. I think it is very important to get this input.

Mr. Garcia was somewhat sketchy, a little evasive on details. Of course, we will communicate. I am going to ask some specific questions in writing. But I was a bit disappointed that there was not any more basic predicate upon which he was presupposing certain things. In other words, yes, even now at this time there may be some areas of apartment availability that would not otherwise be, ordinarily. But even that, to what extent and how many? Well, it would depend, I would say, on the amount of the rent subsidy that the city would be in a position to offer. And that still is far from providing some adequate answer to the enormity of the problem that confronts the city.

Mr. **Newman**. I have one other contribution to make, and that is in the form of a question. That is, realizing the complexity in Government, what would be the possibility of having FHA and G.I. repossessions, particularly in low income areas, being made available, maybe as a pure gift, to church and civic organizations who are really interested in housing?

Chairman **Gonzalez**. We have tried to develop what we call the Urban Homesteading Program. It was seriously followed through and it was pretty good. But, as I said, in the last 4 years, we have had an assault on all of those kind of problems, and that, for all intents and purposes, has been abandoned. We have had authorization for homesteading, but we have had no funding.

Also, it is interesting to note that it took the Federal court in Chicago to order HUD to go out and locate families who had been foreclosed upon. Most of these families would be in what today would be the sub-moderate income level. The court ordered HUD to go out and locate all these families that were dispossessed on their FHA and restore to them their full rights, which they should have had from the beginning. But the case had been in litigation about 4½ years, so it really transcended this particular administration of HUD. But the issue was one that we were trying to resolve through our bill, the Emergency Housing Assistance Act. We got it out of the House in May of 1983, but it died in the Senate because of the opposition of the Republican leadership and the present administration.

So, at this point, it would be difficult to say that you could get this administration, if it were feasible, say, legally, that we could overcome obstacles, to get the repossessed VA homes and HUD homes and make them available to the homeless or available for assisted housing programs. It would be very difficult legally. You would have to change all kind of statutes. But, on top of that, the foreclosure rate—we were trying to help families, where the foreclosure rate peaked out worse than during the Depression. For 2 years in a row, foreclosure rates have constantly gone up, and since 1983, in excess of the highest peak point of foreclosures during the Depression. During the Depression, you cannot say we were any richer or poorer. We were certainly not poorer than we are now, and yet we had the Homeowners Loan Corporation Program. This is what I pattern my Emergency Housing Assistance Act on, except it wasn't as good because we had a rate of interest that I would not have included, but it was the only thing I could get, about 10 percent.

But the Homeowners Loan Corporation was certainly an action that showed that the American family really wanted that prized number one possession, their own home. And if given that help, as soon as they could, they got their home. The Homeowners Loan Corporation was closed out right before the War, but it had made money for the Government on the interest payments paid on the loans. It brought in about—at that time, $300 million which is like $3 billion today. And that is what it brought in.

At that time in the Congress and the leadership in the White House had faith in the American people. These guys don't. They talk about having faith in America, but they really do not. And we could not even get a program like this Emergency Housing Assistance Act of 1983 through.

One city in Colorado, in Pueblo, the steel mill, which was the biggest and only real employer there, had just closed down. They were having 100 foreclosures a month. At that point; but we put the legislation in, passed it in the House and sent it over to the Senate, I could not get the Senator from Colorado to even talk out on it. He wanted to be President. I could not get Teddy Kennedy. I could not get my corresponding Senator in the Senate Housing Subcommittee over there to do much. So it just died, languished and died.

We introduced it this year, but we have to give precedence to H.R. 1, which is a general authorization bill on housing. And the fact is that now, this year, we are facing a President who wants to kill off the basic housing programs that we have had in place for 40 years.

So that has been our priority. We have to shift to the second rung, the Emergency Housing Assistance Act.

It is a good suggestion. In other words, to try to utilize whatever available housing stock, particularly single family dwelling units, that could be made available through the Federal Government finances. But I pray that at this point, it would be very very unlikely.

Mr. NEWMAN. Thank you very much.

Chairman GONZALEZ. Thank you very much, and thank each and every one of you present here for your time.

I notice that we have—where is my sheet? Oh, here it is. I believe that was—is that Ms. Page? And Mr. Thompson? Did you wish to say something? No?

Ms. PAGE. I think they have said everything already.

Chairman GONZALEZ. They already said it. OK, well, thank you very much.

The subcommittee stands adjourned until further call of the chair.

[Whereupon, at 4:34 p.m., the subcommittee was adjourned.]

[Additional information submitted for inclusion in the record:]

CIAP FUNDS APPROVED - 1981 - 1984

HOUSTON		DALLAS		
1984		1984		
TX-005-003	$4,186,829		0	
1983		1983		
TX-005-002	4,020,306	TX-009-011B	$12,707,201	
TX-005-006	2,938,332	TX-009-011C	3,715,006	
TX-005-009	141,990	TX-009-011C	1,870,565	(Boarded Units)
TX-005-010	161,296		$18,292,772	
	$7,261,924			
1982		1982		
TX-005-001	393,097	TX-009-002	40,800	
TX-005-001A	222,757	TX-009-011	1,679,000	
TX-005-002	372,000	TX-009-008	4,196,120	
TX-005-005	335,696	TX-009-007	1,363,934	
TX-005-006	428,256		$7,279,854	
	$1,751,806			
1981		1981		
	0	TX-009-005/6	8,171,000	
		TX-009-003	269,400	
		TX-009-007	81,600	
		TX-009-008	235,200	
		TX-009-009	7,107,118	
			$15,864,318	
Total	$13,200,559		$41,436,944	

DU = dwelling unit
RO = Regional Office
CO = Central Office

DEMOLITION/DISPOSITION LOG

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
Buffalo, NY	Commodore Perry Ext.	NY 2-5	472	Demolition	Adverse conditions; Density	16	16	16	10/3/84
Minneapolis, MN	3445 5 Ave. So.	MN 2-38		Disposition	Rehab not fin. feasible	1	1	1	10/3/84
Beaufort, NC	Part of Lot # 190	NC 61-1	.0973 acres	Disposition	Excess land	.0973 acres	.0973 acres	.0973 acres	10/9/84
Ypsilanti, Mich.	W. Michigan Ave.	MICH 26-4	42	Demolition	Rehab not fin. feasible	6	6	6	10/10/84
Biloxi, MS	Fernwood Pl.	MS 5-8		Perpetual easement for water well and pump house	Public benefit	--	--	--	10/10/84
Minneapolis, MN	Scattered Sites	MN 2-13 MN 2-38		Disposition	Rehab not fin. feasible	26	26	26	10/22/84
Montgomery Co., MD	Sandy Spring Meadow	MD 4-32	55	Disposition	Excess land	--	--	--	10/24/84
Huntingdon Co., PA		PA 27-6	1	Disposition	Rehab not fin. feasible	1	1	1	11/5/84

DEMOLITION/DISPOSITION

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
Kansas City, KS	Scattered Sites	KS 1-21		Disposition	Adverse conditions	9	9	0	11/8/84 DENIED
Washington, DC	Knox Hill	DC 1-61		Disposition	Excess land	--	--	--	11/13/84
Rock Island, ILL	Valley Homes	ILL 18-5	100	Demolition	Rehab not fin. feasible; Density	14	14	14	11/13/84
Santa Fe Co., NM		NM 50-2		Easement for adjacent property owner	No interference with continued use	--	--	--	11/13/84 DENIED
Kansas City, MO	Chouteau Court	MO 2-1	140	Demolition	Adverse conditions	16	16	0	12/2/84 DENIED
Fayetteville, NC	Campbell Terrace	NC 9-4		Demolition	Off street parking; Emergency vehicle access	26	26	26	12/7/84
New Brunswick, NJ	Robeson Village, Schwartz Homes B	NJ 22-1, 2		Disposition	Excess land	--	--	--	12/14/84

DEMOLITION/DISPOSITION LOG

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
Yamhill Co., OR		OR 16-2		Disposition	Excess land	--	--	--	12/17/84
Lake Co., ILL		ILL 56-8		Disposition	Excess land	--	--	--	12/20/84
Shelby Co., TN	Kerwin Homes	TN 95-2	100	Disposition	Public benefit	100	100	100	12/6/84
Boston, MA	Columbia Point	MA 2-20	1504	Demolition/ Disposition	Rehab not fin. feasible; adverse conditions	1000 400	1000 400	1000 400	1/15/84
Morganton, NC		NC 49-3		Disposition	Excess land	--	--	--	2/15/85
Atlanta, GA	Capitol Homes	GA 6-3		Demolition	Adverse conditions	22	22	22	2/26/85
San Francisco, CAL	Hunters Point	CAL 1-17b	82	Disposition	Rehab not fin. feasible	82	82	82	2/28/85
Hendersonville, NC		NC 27-5	50	Demolition	Adverse conditions	50	50	0	2/28/85 DENIED*
Kansas City, KS	Scattered Sites	KS 1-21		Disposition	Adverse conditions	9	9	9	3/27/85

* Section 23 BFP leased, not owned, by Hendersonville Housing Authority.

DEMOLITION/DISPOSITION LOG

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
Duluth, MN	Harbor View	MN 3-1		Easement	Public benefit	--	--	--	3/28/85
Salisbury, NC		NC 16-5		Disposition	Excess land	--	--	--	4/15/85
Bossier City, LA		LA 42-2 4,6&8		Oil and gas lease	Public benefit	--	--	--	4/23/85
New Orleans, LA	B.W. Cooper Apts.	LA 1-7		Demolition	Rehab not fin. feasible	4	4	4	5/6/85
Mora, MN		MN 101-1		Disposition	Excess land	--	--	--	5/6/85
Hartford, CT	Dutch Point	CT 3-2	222	Demolition	Density reduction	24	24	0	5/8/85 DENIED
Effingham Co., ILL		ILL 62-1		Transfer of utility systems	Cost-effective	--	--	--	5/17/85
Columbus, OH	Scattered Sites	OH 1-18 1-21		Disposition/ Demolition	Adverse conditions; Rehab not fin. feasible	37	37	37	5/24/85
Dallas, TX	Rhodes Terrace	TX 9-9	424	Demolition	Density reduction	12	12	0	5/28/85 DENIED
Mt. Hope, W.VA		WV 7-2		Easement	Public benefit	--	--	--	5/31/85

DEMOLITION/DISPOSITION LOG

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
Wichita, KS		KS 4-7	51	Disposition	Rehab not fin. feasible	2	2	2	6/21/85
Augusta, GA	Gilbert Manor	GA 1-3R	278	Disposition	Other factors	278	*	0	6/28/85 DENIED
Douglas Co., MN		MN 192-1		Disposition	Excess land	--	--	--	7/1/85
Providence, RI	Roger Williams	RI 1-2	460	Disposition	Other factors	420	420	420	7/2/85
Peekskill, NY	Scattered Site	NY 82-2		Disposition	Rehab not fin. feasible	1	1	1	7/5/85
Brockton, MA		MA 24-6		Disposition	Excess land	--	--	--	7/8/85
Detroit, MI	Scattered Site			Demolition	Rehab not fin. feasible	1	1	1	7/17/85
Alaska State, AK		AK 1-10	1	Disposition	Excess land	--	--	--	7/22/85
Austin, TX	Booker T. Washington	TX 1-5	300	Demolition	Rehab not fin. feasible	300	2	2	7/24/85
Warwick, RI		RI 11-10		Disposition	Excess land	--	--	--	7/30/85

* No recommendation; guidance requested.

DEMOLITION/DISPOSITION LOG

FY 1985

PHA	PROJECT NAME	PROJECT NUMBER	PROJECT DU	ACTION	JUSTIFICATION	DU/PHA REQUEST	DU/RO RECOM	DU/CO APPROV.	CO APPROVAL
vanśville, ND	Scattered Site	IND 16-9		Disposition	Physical Obsolescence	6	6	6	8/5/85
es Moines, A		IA 20-4		Disposition	Excess land	--	--	--	8/21/85
renham, TX		TX 330-4		Disposition (Long-Term Lease)	Excess land	--	--	--	8/22/85
ewark, NJ	Kretchmer Homes	NJ 2-10	730	Demolition	Assurance of Useful life	372	372	372	8/30/85
	Hayes Homes	NJ 2-12	1457			328	328	328	
	Scudder Homes	NJ 2-19	1422			813	813	813	
						1513	1513	1513	
ouston, TX	Allen Parkway Village	TX 5-4 5-7	1000	Demoliton	Physical obsolescence	1000	0	0	9/3/85 DENIED
elton, TX				Easement	Public benefit	--	--	--	9/5/85
t. Louis, O	Darst-Webbe	MO 1-7		Demolition	Assurance of useful life	124	124	0	9/9/85 DENIED

DEMOLITION/DISPOSITION LOG

PHA	Project Name	Project Number	FO Memo	Action	Project DU	DU/PHA Request	DU/FO Recom	DU/CO Approve	Date Approve
Brookhaven, MISS			4/17		-	-	-	-	8/16/84
Lucas, OH		OH 6-4	12/13	Oil Lease	-				4/27/84
Providence, RI	Chad/AD	RI)-1	12/3	Demo.	-	115	115	115	5/17/84
Akron, OH	Scattered Sites		12/23	Demo.	-	Six Garages			4/9/84
Pittsburgh, PA	North View Heights	PA 1-9	11/22	Demo.	-	45	45	45	4/9/84
Gallop, NM		NM 6-3	1/25	Demo.	-	2	2	2	3/8/84
Sioux City, IA			2/10	Easement	-	-	-	-	5/11/84
Kansas City, MO	Chouteau Cts TB Watkins	MO 2-12	2/22	Demo.	-	28	28	12	5/8/84
Las Vegas, NV	Evergreen Arms	NEV-2-17		Demo.	-	36	36	36	4/9/84
Springfield, ILL		ILL 4-4	4/3	Demo.	24	24	24	24	4/13/84
Lexington-Fayette, NC			12/6	Demo.	-	Community Building			2/27/84
St. Paul, MN	Scattered Sites		9/13	Disp.	-	16	16	16	3/29/84
Malone, OH			5/11	Disp.	-	Excess Property			8/27/84
Akron, OK			6//4	Disp.	-	Excess Single House		1	7/3/84

DEMOLITION/DISPOSITION LOG

PHA	Project Name	Project Number	FO Memo	Action	Project DU	DU/PHA Request	DU/FO Recom	DU/CO Approve	Date Approve
Clackamas Co, OR	-	OR 1-1	7/11	Demo.	-	1	1	1	8/16/84
Columbus, OH	Riverside	OH 1-3	5/31	Demo.	252	124	124	124	9/6/84
Bethlehem, PA	-	-	5/25	Disp.	-	Excess Land			8/1/84
Washington, DC	Knox Hill	DC 1-61	1/17	Disp.	-	Excess Land			8/22/84
Southern Pines, NC	-	NC 52-1	7/26	Disp.	-	Easement			8/20/84
Bradford, PA	-	PA 49-3	6/14	Disp.	-	Excess Land			8/27/84
Miss. Reg. HA	-	-	8/6	Disp.	-	Excess Land			8/29/84
Savannah, GA	-	GA 2-9	8/7	Demo.	-	10	10	10	8/30/84
Clermont, OH	-	OH 38-1	5/15	Demo.	-	1	1	1	7/26/84
Seattle, WA	-	-	5/14	Disp.	-	Excess Land			7/6/84
Allentown, PA	-	PA 4-1	5/16	Disp.	-	Excess Land			7/6/84
Laurel, MISS	-	-	3/30	Disp.	-	Excess Land		DENIED	5/8/84
Lake Co., ILL	-	ILL 6-56	10/22	Disp.	100	Excess Land			12/20/84

FY 83

DEMOLITION/DISPOSTION LOG

PHA	Project Name	Project Number	FO Memo	Action	Project DU	DU/PHA Request	DU/FO Recom	DU/CO Approved	Date Approved
Roanoke-Chowan, NC	---	NC 118-2	10/4	Disp	---		Vacant Land		10/25/82
Sherman, TX	---	---	6/9	Lease	---		Community Building		10/22/82
Poughkeepsie, NY	Scattered Site	---	6/11	Disp	---	11	11	11	11/18/82
Pittsburgh, PA	Hamilton Place	PA 1-22	11/18	Demo	---	24	24	24	12/29/82
Dakota Co., MN	Scattered Site	MN 46-4	12/20	Demo	---	1	1	1	1/14/83
Baltimore, MD	Scattered Site	---	11/18	Disp	---	2	2	2	1/12/83
Connecticut HA	Beardsley Terr.	---	12/10	Demo	531	531	531	531	2/08/83
Pittsburgh, PA	Scattered Site	PA 1-22	12/16	Disp	---	2	2	2	2/07/83
Effingham, IL	---	IL 62-1	10/8	Disp	---		Vacant Land		2/01/83
Kingston, NY	Scattered Site	---	11/22	Demo	---	1	1	1	2/01/83
Miami Beach, FL	Goodman Terrace	FL 17-1	12/23	Demo	50	50	50	DENIED	3/24/83
San Francisco, CA	Alice Griffith	CA 1-18	2/2	Demo	---	96	96	96	3/17/83
Kansas City, MO	3 Projects	MO 2-2,3,10	12/23	Demo	---	64	64	64	3/03/83
Kingston, NY	Scattered Site	---	3/14	Demo	---	1	1	1	4/21/83
San Antonio, TX	Spring View	TX 6-15	4/28	Demo	427	4	4	4	5/23/83
Washington Co., PA	Maple Terrace	PA 17-1	4/8	Demo	100			DENIED	6/06/83
Fort Worth, TX	---	TX 4-2,4B	4/25	Disp	250	132	132	132	6/10/83
Bradford, PA	Robert Denning	PA 49-31	3/17	Disp	---		Vacant Land		6/14/83
Mobile Hsg Bd, AL	---	AL 25	4/8	Demo	---	11	11	11	6/15/83
Syracuse, NY	Rose Towers	NY 1-9	6/8	Disp	---		Vacant Land	DENIED	6/27/83
Abbeville, GA	---	GA 186-1	7/1	Disp	---		Vacant Land		7/25/83
Clackamas Co., OR	Hillside Park	OR 1-3	5/10	Disp	100	100	100	100	7/26/83
Meridian, TX	---	TX 276-2	---	Disp	---		Easement		8/01/83

FY 1983 Summary:

27 Requests

24 Approvals

880 Units Approved for Demolition/Disposition

Major Approval - Beardsley Terrace with 531 units; the only entire project disposed

Previous FY Approvals:

FY 1981 - 1,343 Units

FY 1982 - 1,794 Units

PHA	Project Name	Project Number	FO Memo	Action	Project DU	DU/PHA Request	DU/FO Recom	DU/HQ Approved	Date Approved
Indianapolis, IN	Lockefield Gardens	IN 17-6	8/14/81	Demo	748	573	573	573	12/1/81
Lafayette, LA	East Simcoe	LA 5-2	8/21/81	Disp	Vacant Land				9/29/81
Macon, GA	Tindall Heights	GA 7-2a	8/14/81	Demo	126	36	36	36	9/30/81
San Joaquin, CA	Sierra Vista	CA 24-1	9/10/81	Demo	464	48	48	44	10/13/81
Villa Rica, GA	Willaim St.	GA 107-4	8/27/81	Disp	Vacant Land				10/28/81
Dayton, OH	Scattered Site	——	9/1/81	Disp	——	5	5	5	2/18/82
Hazelton, PA	Vine Manor	PA 44-2	9/28/81	Disp	Vacant Land				12/1/81
Baltimore, MD	Scattered Site	MD 2-59	12/1/81	Demo	——	1	1	1	12/21/81
✓Boston, MA	General Warren	MA 2-47	11/18/81	Disp	Vacant Land				1/5/82
Columbus, GA	Wilson Homes	GA 4-6	10/19/81	Demo	300	6	6	6	2/18/82
Kansas City, MO	Pennway Plaza	MO 2-10	12/23/81	Demo	250	16	16	16	3/8/82
Little Rock, AK	Highland Park	AK 4-8	11/17/81	Demo	168	28	28	28	2/23/82
Minneapolis, MN	Summer Field	MN 2-5	1/25/82	Demo	470	16	16	16	2/25/82
Cambridge, MA	Washington Elms	MA 3-1	10/2/81	Demo	320	54	54	54	2/10/82
Indianapolis, IN	Lockefield Gardens	IN 17-6	8/14/81	Disp	175	175	175	175	2/9/82
Milwakee, WI	Scattered Site	——	12/8/81	Disp	——	3	3	3	2/16/82
Detroit, MI	Herman Gardens	MI 1-4	12/29/81	Demo	2000	441	441	441	3/25/82
Hertford, NC	Wynne Fork Ct.	NC 31-2	2/3/82	Disp	Vacant Land				3/23/82
Colombus, OH	Scattered Site	——	1/28/82	Disp	——	6	6	6	3/10/82
St. Paul, MN	Scattered Site	MN 1-22	12/29/81	Disp	——	8	8	8	4/29/82
Cleveland, OH	Valleyview	OH 3-1	2/24/82	Demo	328	7	7	7	4/15/82
Tucson, AZ	La Reforma	AZ 4-1	3/4/82	Disp	162	162	162	162	4/9/82
Dawson, GA	Northside	GA 67-1	2/12/82	Disp	Vacant Land				4/5/82
San Joaquin, CA	Sierra Vista	CA 24-1	2/1/81	Demo	420	4	4	4	4/5/82
Savannah, GA	Garden Homes	GA 2-6	3/29/82	Demo	86	20	20	20	4/27/82
Alexandria, VA	Samuel Madden	VA 4-3	5/4/82	Disp	Management Building Site				5/20/82
Phoenix, AZ	Mathew Hinson Homes Add.	AZ 1-4	4/8/82	Demo	196	2	2	2	5/22/82
Montgomery, AL	Smiley Court	AL 6-13	5/4/82	Demo	400	22	22	22	6/10/82
Dade County, FL	Coral City	FL 5-61	4/29/82	Demo	146	13	13	13	6/29/82

PHA	Project Name	Project Number	FO Memo	Action	Project DU	DU/PHA Request	DU/FO Recom	DU/HQ Approved	Date Approved
Tuscaloosa, AL	Woodmont	AL 77-7	6/2/82	Demo	182	10	10	10	7/22/82
Mexico, MO	Scattered Site	MO 10-1	7/6/82	Demo	160	2	2	2	7/20/82
Chatanooga, TN	McCallie Homes	TN 4-6	7/29/82	Demo	75	6	6	6	8/19/82
Columbus, OH	Scattered Site	——	8/13/82	Disp	——	1	1	1	9/1/82
Pensacola, FL	Aragon Court	FL 6-5	——	Disp	120	120	120	120	9/9/82
Cincinnati, OH	Findlater Gdns.	OH 4-10	8/11/82	Demo	642	12	12	12	9/23/82
Peoria, IL	Warner Homes	IL 3-1R	8/3/82	Demo	481	33	33	33	9/20/82

Total DU Approved for Demo/Disp in FY 1982 - 1,794

PHA	PROJECT NAME	PROJECT NUMBER	F. O. MEMO	ACTION	PROJECT TOTAL DU	DU/PHA REQUEST	DU/FO RECOMMENDATION	DU/HQ APPROVED	DATE APPROVED
COLUMBUS, OH	Scattered-Site	—	12-8-80	DEMOLITION	—	1	1	1	2-9-8.
NEW YORK, NY	Scattered-Site	—	1-9-81	DEMO/DISP	—	8	8	8	3-6-8.
NASHVILLE, TN	Turnkey III	—	2-13-81	DEMOLITION	—	1	1	1	3-23-.
MACON, GA	Tindall Hghts.	GA 7-2a	1-21-81	DEMOLITION	126	36	36	DENIED	—
FAYETTEVILLE, NC	Grove View Terrace	NC 9-1	3-12-81	DEMOLITION	56	14	14	14	4-10-.
SEATTLE, WA	Holly Park	WA 1-7	4-14-81	DISPOSITION	—	VACANT LAND			4-28-.
AKRON, OH	Scattered-Site	OH 7-13	4-15-81	DEMOLITION	—	1	1	1	5-27-.
DENISON, TX	Not Provided	TEX 26-3	4-30-81	DEMOLITION	—	3	3	3	5-29-.
COLLEGE PK, GA	Not Provided	GA 232-1	5-8-81	DISPOSITION	—	EASEMENT			5-29-.
TENN VALLEY RED	Scattered-Site	—	6-25-81	DISPOSITION	900	VACANT LAND			6-26-8.
MISS. REG. NO. VII	Monticello	MISS 57-5	5-27-81	DISPOSITION	—	OIL, GAS, AND MINERAL LEASE			6-29-8.
ALASKA STATE	Pacific Terrace	AK 1-10	5-29-81	DEMOLITION	40	40	40	DENIED	—
CHICOPEE, MASS.	Scattered-Site	MA 8-1	6-29-81	DISPOSITION	—	VACANT LAND			7-23-8.
SAN ANTONIO, TX	Victoria Courts	TEX 6-3	2-11-81	DEMOLITION	782	130	130	122	7-16-.
OMAHA, NE	Spencer Homes	NEB 1-4	7-7-81	DISPOSITION	175	57	57	57	7-27-81
NEW YORK, NY	Scattered-Site	—	6-30-81	DISPOSITION	—	5	5	5	8-26-81

Demolition and Disposition of Public Housing Units

Report for Calendar Year 1980

PHA	Project Name	Project Number	F.O. Memo.	Action	Project Total (#)	DI/PHA Request	DI/FO Recommendation	DI/HQ Approval	Date Approved
Columbus, Ohio	Scattered Site	—	1/21	Disposition	—	10	10	2	6/11
Baltimore, MD	Somerset Courts	MD 2-10	2/6	Demo/Disp	630	65	65	65	4/28
Santa Barbara, Cal.	Lompoc Gardens	CAL 21-1	2/13	Demolition	60	60	60	Withdrawn	—
Oklahoma City Okl.	Hamilton Courts	OKLA 2-5	2/19	Disposition	393	393	393	393	12/14
Texarkana, Tex.	Williams Courts	TEX 14-4	2/20	Demolition	140	66	66	66	7/14
Cleveland, Ohio	Valleyview	OH 3-1	2/15	Demolition	320	82	82	Withdrawn	—
Bethlehem, PA	South Terrace	PA 11-3	3/3	Demolition	320	320	320	320	3/26
Denver, Col.	Las Casitas	COL 1-1	3/14	Demolition	184	184	184	184	3/31
Springfield, Ohio	Scattered Site	OH 21-4	3/31	Disposition	—	1	1	1	9/5
Prince Georges Co. MD	Baker Village	MD 15-9	4/9	Disposition	130	130	130	130	9/5
Tampa, Fla.	Central Park Village	FLA 3-9	4/9	Demolition	500	163	22	22	4/23
Fort Smith, Ark.	Elm Grove Homes	ARK 3-2	4/10	Demolition	150	150	150	150	6/2
San Francisco, Cal.	Hunter's View	CAL 1-10(3)	4/22	Demolition	281	12	12	12	9/24
Bethlehem, Pa.	Partridge Homes	PA 11-4	5/9	Demolition	173	173	173	Denied	—
Little Rock, Ark.	Highland Courts	ARK 4-7	5/24	Demolition	110	12	12	12	12/24
Noel, Missouri	Mobile Homes	MO 49-2	6/24	Disposition	30	30	30	30	7/10
Wood River, Neb.	Overland Trail Oasis	NEB 91-1	7/12	Disposition	—	Vacant Land			8/6
Wilmington, Del.	Scattered Site	—	7/16	Disposition	—	6	6	6	3/3/81
Dallas, Tex.	Roseland Homes	TEX 9-1	7/14	Demolition	650	40	40	40	9/16
Peoria, Ill.	Harrison Homes	ILL 3-2, 3-2a	8/7	Demolition	754	110	110	110	12/4
Akron, Ohio	Scattered Site	—	10/28	Disposition	—	Pending Further PHA Submission.			—
Waterbury, Conn.	Pearl Lake Homes	CONN 8-5	8/21	Disposition	—	Vacant Land			9/18
New York, NY	Scattered Site	—	6/19	Disposition	—	15	15	15	8/26
San Francisco, Cal.	Alemany Project	CAL 1-16	9/5	Demolition	164	6	6	6	9/30
New York, N.Y.	Scattered Site	NY 5-206,212	9/15	Demo/Disp	65	8	8	8	3/3/81
Pittsburgh, Pa.	Clair Village, Arlington Heights	PA 1-4,1-7	10/1	Demolition	1701	144	144	144	2/18/81
Detroit, Mich.	Herman Gardens	MICH 1-4	10/2	Demolition	2000	96	96	76	1/14/81
Peoria, Ill.	Warner Homes	ILL 3-1	10/7	Demolition	487	6	6	6	11/20
Dallas, Tex.	Washington Place	TEX 9-4,a	1/13/81	Demo/Disp	375	375	375	375	4/15/81